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ABSTRACT

This booklet provides a brief description of secondary education in Germany. The publication is part of a series that seeks to make the public aware of the education systems and traditions in all signatory states to the European Cultural Convention and to outline the essential problems these systems presently are facing. This short booklet contains four sections. Part 1, "The Social and Political Context," contains: (1) "Compulsory Schooling"; (2) "Secondary Education"; and (3) "New Political Orientations and Legislative Measures in Education since 1990." Part 2, "Issues Section," includes: (1) "Responsibilities, Administration and Financing in Education"; (2) "Main Programs and Curricula of Secondary Schools"; (3) "New Educational Curricula--Aims, Content, and Methods"; (4) "Secondary Education Research and Evaluation"; and (5) "Initial Teacher Training and Working Conditions for Teachers." Part 3, "The Efficiency and Performance of Secondary Education," examines: (1) "Quantitative Developments"; (2) "Qualitative Developments"; (3) "General Education Schools--School-Leavers According to Type of Qualification"; (4) "Admission to Higher Education Institutions," and (5) "Restrictions in Admittance to Higher Education Institutions." Part 4 examines "Challenges, Problems and Prospects." An appendix provides a "Basic Structure of the Educational System." (EH)

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Secondary education in Germany

Council of Europe Press

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Secondary education in Germany

by Gerdi Jonen

Guide to secondary education in Europe
Editor Denis Kallen

A secondary education for Europe
Council for Cultural Co-operation

Council of Europe Press, 1995

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The **Council of Europe** was founded in 1949 to achieve greater unity between European parliamentary democracies. It is the oldest of the European political institutions and has thirty-four member states,[1] including the fifteen members of the European Union. It is the widest intergovernmental and interparliamentary grouping in Europe, and has its headquarters in the French city of Strasbourg.

Only questions related to national defence are excluded from the Council of Europe's work, and the Organisation has activities in the following areas: democracy, human rights and fundamental freedoms; media and communication; social and economic affairs; education, culture, heritage and sport; youth, health, environment and regional planning; local democracy; and legal co-operation.

The **European Cultural Convention** was opened for signature in 1954. This international treaty is open to European countries that are not members of the Council of Europe, and it enables them to take part in the Organisation's programmes on education, culture, sport and youth. So far, forty-three states have acceded to the European Cultural Convention; the Council of Europe's full member states plus Albania, Belarus, Bosnia-Herzegovina, Croatia, the Holy See, Moldova, Monaco, Russia and Ukraine.

The **Council for Cultural Co-operation** (the CDCC) is responsible for the Council of Europe's work on education and culture. Four specialised committees – the Education Committee, the Standing Conference on University Problems, the Culture Committee and the Cultural Heritage Committee – help the CDCC to carry out its tasks under the European Cultural Convention. There is also a close working relationship between the CDCC and the regular conferences of specialised European ministers responsible for education, culture and cultural heritage.

The CDCC's programmes are an integral part of the Council of Europe's work, and, like the programmes in other sectors, they contribute to the Organisation's three overarching policy objectives for the 1990s:

- the protection, reinforcement and promotion of human rights and fundamental freedoms and pluralist democracy;

- the promotion of an awareness of European identity;

1. Andorra, Austria, Belgium, Bulgaria, Czech Republic, Cyprus, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Netherlands, Norway, Poland, Portugal, Romania, San Marino, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Turkey, United Kingdom.

– the search for common responses to the great challenges facing European society.

The CDCC's education programme covers school, higher and adult education, as well as educational research. At present, its main priorities are projects on: the European dimension of secondary education; university co-operation; adult education and social change; modern languages; and the pooling of the results of educational research.

In 1991, the Council for Cultural Co-operation of the Council of Europe launched a project entitled "A secondary education for Europe". The aims of the project are to:

– give young people the knowledge, skills and attitudes they will need to meet the major challenges of European society;

– prepare young people for higher education, and for mobility, work and daily life in a multilingual and multicultural, democratic Europe;

– make young people aware of their common cultural heritage and their shared responsibilities as Europeans.

This project has two elements: the first devoted to reflections and consultations between the member states on the overall policies and strategies, and the second on the European dimension in the school curriculum.

The series entitled "Guide to secondary education in Europe" sets out to present in a synthetic form – country by country – the major elements of secondary education structures and policies that exist in CDCC member states.

Each guide has been written, on the basis of a common analysis, by experts designated by the authorities in each country concerned.

Denis Kallen has undertaken the difficult task of the general co-ordination of this series, guaranteeing its coherence and thus allowing comparisons to be made among countries.

Given that this is a field in which developments sometimes take place very quickly and are of an almost permanent nature, it is possible that, despite the considerable efforts made to take into account the latest reforms in the pipeline, certain changes may have taken place since the manuscript was originally received.

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I. The social and political context

In the Federal Republic of Germany the responsibility for educational policy and planning is determined by the federal structure of government. Under the Basic Law (*Grundgesetz*) of the Federal Republic of Germany of 23 May 1949, responsibility for the education system and for cultural affairs lies mainly with the *Länder*. The basic structure of the educational system is illustrated in the diagram (Appendix).

1. Compulsory schooling

Compulsory schooling begins for all children once they have reached the age of 6. It usually lasts twelve years, nine years of full-time schooling (ten years in Berlin, Brandenburg, Bremen and North-Rhine/Westphalia) and three years of part-time schooling, unless the pupil attends a full-time school after the ninth or tenth years. All children of school age attend the *Grundschule*, which extends from grades 1 to 4. In Berlin and Brandenburg the *Grundschule* covers six grades.

2. Secondary education

Full-time schooling – initially for eight years and at present for nine or ten years – has been compulsory in Germany for about 100 years now. However, the development of lower secondary education in the west of Germany (Federal Republic prior to unification) after 1945 differed from that in the east (former GDR).

The tripartite education system in the original Federal Republic affords several possibilities after the *Grundschule*, which is compulsory for all. While only *Realschulen* and *Gymnasien* – and not the former *Volksschule* attended by most pupils and the *Berufsschule* (part-time vocational school) – used to be classed as secondary institutions in the strict sense of the word, all schools from the fifth or seventh grades onwards now fall into that category in the sense that they lead on to higher level educational courses. This is the result of the higher grades of the former *Volksschule* being continuously developed into an institution offering a higher standard of education (*Hauptschule*), including the teaching of a foreign language and a more science-oriented

instruction in all subjects, particularly mathematics and the natural sciences. Consequently, all pupils in the Federal Republic of Germany now undergo secondary education at institutions whose requirements differ as does the duration of attendance.

In the east of Germany the range of different school types were replaced by a single school type for all in 1946. After 1959 the eight-year *Grundschule* gave way to what was known as the ten-grade general polytechnical school (*Polytechnische Oberschule* – POS). The *Abitur*, the upper secondary leaving certificate offering access to higher education, was obtained at an extended school comprising grades 11 and 12 (*Erweiterte Oberschule* – EOS). A differentiated system of education with a range of secondary schools was introduced in the new *Länder* on the territory of the former GDR with effect from the start of the 1991/92 school year.

Since unification in October 1990 the organisation of the secondary school system (grades 5 to 12/13) in all sixteen *Länder* is characterised by division into the various educational paths with their respective leaving certificates and qualifications for which different school types are responsible. Following the primary school at which all children attend mixed ability grades 1 to 4, the majority of *Länder* have the following general secondary education schools:

- the *Hauptschule*;
- the *Realschule*;
- the *Gymnasium*;
- the *Gesamtschule*;

and in some *Länder* there are:

- the *Mittelschule*;
- the *Regelschule*;
- the *Sekundarschule*.

These school types will be described more precisely in Chapter II, section 2, dealing with the main programmes and curricula of secondary schools. Grades 5 and 6 of the general education schools can be organised as an orientation stage (with different names in the various *Länder*) in which the choice of school career is put off until the end of the grade 6. However, the orientation stage can also be organised as a separate organisational unit independent of the standard school types. In this case the secondary schools subsequently attended begin with grade 7.

For pupils who are not able to enrol in schools due to physical or mental handicaps there are different types of special schools (*Sonderschulen*) within the system of general and vocational education, which are geared to the specific needs for special education.

Alongside general education secondary schools, pupils can attend the various types of vocational school in the secondary sector from grade 10 onwards (grade 11 in Berlin, Brandenburg, Bremen and North-Rhine/Westphalia). Pupils not enrolled in a general education school (for example, the upper level of *Gymnasium*) or a full-time vocational school (for example, *Berufsfachschule*) must attend vocational schools for part-time courses run parallel to on-the-job vocational training or employment for a period of at least three years (that is *Berufsschulpflicht* – compulsory vocational education). Compulsory vocational education also applies to unemployed young people. The following schools belong to the system of vocational education – with special school types in some *Länder*:

- the *Berufsschule*;
- the *Berufsfachschule*;
- the *Berufsaufbauschule*;
- the *Fachoberschule*;
- the *berufliches Gymnasium/Fachgymnasium*;
- the *Fachschule*.

The objectives for secondary schools are governed by the general aims formulated for schools in the constitutions and laws of the *Länder*. In this context they are intended to educate young people morally, intellectually and physically with reference to the economic and social situation around them and provide them with the knowledge and skills they will need for social and working life. In addition, every school type in the secondary education sector has its own specific educational objectives, as reflected in the qualifications provided by the respective leaving certificates. For further information on this point see section 2, Chapter II, on main programmes and qualifications.

3. New political orientations and legislative measures in education since 1990

Following the restoration of the unity of Germany as a state on 3 October 1990, a focus of educational policy in the Federal Republic is the process of the eleven old *Länder* growing together with the five new *Länder* in the fields of education, science, culture and sport. A process of political organisation is

needed for the realisation of internal unity. This must aim at establishing a common and comparable basic structure for education in the Federal Republic of Germany, especially in the school system, and a common yet varied higher education and scientific landscape.

In preparation for the merger of the two educational systems in the course of German unification the *Gemeinsame Bildungskommission* (Joint Education Commission) was formed on 16 May 1990. The *Gemeinsame Bildungskommission* consisted of delegations from both the GDR and the Federal Republic of Germany, which included Federal and *Land* representatives. The commission delivered recommendations for the consolidation of the two education systems in the concluding session in September 1990.

In the field of general education the *Bildungskommission* agreed recommendations for reorganising general education schools in the new *Länder*. These affirmed the fundamental importance of the principle of the sovereignty of the *Länder* in matters of education and cultural affairs in the context of the two educational systems growing together. Bearing in mind the federal rights and duties of the *Länder* in the school system, they must view the safeguarding of the necessary uniformity and equal opportunities as an integral part of their decisions on educational policy. The development of a common and comparable basic structure for the school system will create important prerequisites for freedom of movement in education. The *Bildungskommission* agreed that the future framework conditions for the school system in Germany and the transition period until these come into force should be agreed between the *Länder* in the Standing Conference of the Ministers of Education and Cultural Affairs.

The *Bildungskommission* supported the rapid introduction of the Federal Republic's regulatory framework for vocational training (Vocational Training Act, Handicrafts Code, federal training regulations and framework curricula of the *Länder* for the dual system of vocational training) and discussed what was needed to achieve this. Regulations were introduced on 1 September 1990, creating the basis for the process of vocational training reform. With the help of the federation and the *Länder* wide-ranging measures were implemented to qualify vocational training personnel (instructors, *Berufsschule* teachers, teachers in continuing vocational education programmes) for this task.

The Unification Treaty (*Einigungsvertrag*) concluded between the Federal Republic of Germany and the GDR on the 31 August 1990 contains fundamental provisions for establishing German unity in the spheres of cultural affairs, education and science. Article 37 of the Unification Treaty deals with education, and aims to facilitate freedom of movement and the equivalence

of the education systems and courses, promote mobility in every respect and guarantee equal standards of living in the longer term. There are regulations on the schools system, vocational education and the field of higher education. The Unification Treaty stipulates the use of the *Hamburger Abkommen* (Hamburg Agreement) and additional relevant agreements reached by the Standing Conference of the Ministers of Education and Cultural Affairs as a basis for the reorganisation of the schools system in the new *Länder* (Article 37).

The autonomy enjoyed by the individual *Länder* does allow independent developments to take place in the school system, but at the same time changes must be based on the 28 October 1964 agreements between the *Länder* on the standardisation of the school system (*Abkommen der Länder zur Vereinheitlichung auf dem Gebiet des Schulwesens*) as amended by the 14 October 1971 *Hamburger Abkommen*. This is designed to guarantee a common basic structure for the school system and the equivalence of the various forms of education, allowing reciprocal recognition of school-leaving certificates beyond the borders of individual *Länder* and thus guaranteeing freedom of movement.

The 1991 schools legislation means that the organisation of the school system in Brandenburg, Mecklenburg-Western Pomerania, Saxony, Saxony-Anhalt and Thuringia differs on certain points from the basic structure prescribed in the *Hamburger Abkommen* for the old *Länder*. The traditional school structure at lower secondary level includes the *Hauptschule*, *Realschule* and *Gymnasium*. Besides these school types, most of the new *Länder* also have the *Gesamtschule* as a standard school type, with varying status in education law. In the new *Länder*, besides the *Gymnasium*, which has now been established in all *Länder* at the request of parents in particular, there are also some new school types (*Mittelschule*, *Regelschule*, *Sekundarschule*), which organisationally combine the courses offered by the *Hauptschule* and the *Realschule*.

Under a resolution made in June 1992 the Standing Conference of the Ministers of Education and Cultural Affairs considers the new school types to be compatible with the basic structure laid down in the *Hamburger Abkommen* provided they offer both the *Hauptschule* and *Realschule* leaving certificate. As a rule, pupils in the Federal Republic of Germany can gain the general higher education entrance qualification (*allgemeine Hochschulreife*) in the form of the *Abitur* certificate after thirteen years of schooling. Since pupils in the new *Länder* have this option after twelve school years (grades), the Standing Conference of the Ministers of Education and Cultural Affairs have guaranteed the validity of these qualifications in all *Länder*, initially for a tran-

sition period lasting until 1996. Discussions within the standing conference concerning a general reduction of the number of years spent at school from thirteen to twelve years before gaining the right of entry to higher education have not yet been concluded. As for the requirements regarding educational content, according to the "Memorandum on Education, Science and Cultural Policy in the United Germany" of February 1991 the *Länder* want to maintain the existing standards as defined on the basis of the *Einheitlichen Prüfungsanforderungen* (uniform examination requirements) in the *Abitur* examination. These were last agreed between the *Länder* in 1989 for thirty-three subjects taken at the *gymnasiale Oberstufe* and in the *Abitur* examination.

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II. Issues section

1. Responsibilities, administration and financing in education

Legislative responsibilities of the Länder *and the Federal Government*

As far as education is concerned, the Basic Law addresses just a few fundamental issues. Among other things, it guarantees the freedom of art and science, research and teaching (Article 5, paragraph 3), freedom of creed, conscience and to profess a religion (Article 4), the freedom to choose one's occupation and place of study or training (Article 12, paragraph 1), equality before the law (Article 3, paragraph 1) and the natural right of parents to care for and bring up their children (Article 6, paragraph 2). According to the Basic Law (Article 30), the exercise of governmental powers and the discharge of governmental functions is incumbent on the *Länder* unless otherwise provided or permitted by the Basic Law itself. The organisation of the education system is a matter for individual *Länder*, through the exercise of governmental powers and the fulfilment of governmental responsibility, whereby due consideration will be given to the constitutionally guaranteed rights of the individual. Thus, in accordance with constitutional principles, education legislation covering schools, higher education, adult education and continuing education is primarily the responsibility of the *Länder*.

Under the Basic Law the Federal Government has responsibility only in specified areas, and the number and scope of these tasks are precisely defined. Within the framework of its legislative authority in the sphere of education the Federal Government has exercised legislative powers in the following areas: the regulation of education grants, the promotion of scientific and academic research, the regulation of in-company vocational training in the framework of industrial and labour law, and the regulation of salaries, benefits and pensions to civil servants (for example, teachers). The Federal Government has responsibility for passing framework legislation on such matters as general principles of higher education and public service employment at the *Land* and local authority levels.

In certain specified cases the Basic Law provides for the participation of the federation in the fulfilment of *Länder* duties where these duties are important for the whole community and the assistance of Federal Government is necessary (*Gemeinschaftsaufgaben*, Article 91 of the Basic Law). Under the Basic Law federal and *Land* authorities can co-operate, on the basis of agreements, on educational planning and on the funding of academic research institutions and projects of supra-regional importance (Article 91 b GG). The *Bund-Länder*-Commission for Educational Planning and Research Promotion, in which all the governments of the *Länder* in the Federal Republic of Germany and the Federal Government itself are represented, is a body of this kind.

Co-operation among the governments of the Länder *in the field of education*

In addition to co-operation with the Federal Government, the governments of the *Länder* also co-operate amongst themselves, even in areas where federal regulations exist, in so far as their implementation and application is required through *Land* law. The instrument for co-operation among the *Land* governments in education is the Standing Conference of the Ministers of Education and Cultural Affairs of the *Länder* in the Federal Republic of Germany (*Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland*). In accordance with its official statutes the conference deals with "cultural policy of supra-regional significance with the aim of forming a common viewpoint and a common will as well as representing common interests".

Cultural policy is here understood in a very wide sense, incorporating education, higher education, research and cultural affairs. Following the unification of the two German states the new *Länder*, which were constituted on the territory of the former GDR by the *Ländereinführungsgesetz* of July 1990, joined the Standing Conference of the Ministers of Education and Cultural Affairs in December 1990. To safeguard the right of the individual to a free choice of both profession and place of training everywhere within the territory of the Federal Republic of Germany, co-operation takes place with the aim of creating a common and comparable basic structure for the school system and, in terms of quality and structure, comparability throughout higher education and research. To a large extent this co-operation has indeed led to a harmonisation of structures.

On the basis of agreements between the *Länder* on the standardisation of the school system (*Hamburger Abkommen*) reached in 1964 and 1971, the following elements for a common basic structure of the school system in Ger-

many were standardised: the beginning and duration of full-time compulsory education, the dates for the start and end of the school year, the length of school holidays, the designation of the various educational institutions and their organisation, the possibility of transfer from one school type to another, the beginning of foreign language learning and the sequence of language options, the recognition of leaving certificates and teacher training certificates, and the designation of grade scales for school reports and teacher training examinations. Numerous supplementary resolutions adopted by the Standing Conference of the Ministers of Education and Cultural Affairs have introduced a whole number of further elements to establish common standards for the curricula and the recognition of leaving certificates for general education and vocational schools.

Administration and financing of the school system

Supervision of the school system is the responsibility of the ministries of education and cultural affairs of the *Länder* in their capacity as the highest educational authority. School administration, which varies according to the Land and school type, is in many cases structured in a three-tier system in which the ministries of education and cultural affairs form the upper level, the school departments of an administrative area (*Bezirksregierung*) or independently existing upper-level schools' offices (*Oberschulämter*) form the middle tier, and the schools' offices (*Schulämter*) of the local authority form the lower tier. In some *Länder* school administration is based on a two-tier system. Here it is either the middle or the lower level that is eliminated. Payment of salaries, benefits and pensions for teachers is the responsibility of the governments of the *Länder*.

In general the local authorities (*Gemeinden, Kreise*) are the maintaining bodies for public-sector schools. This means that the local authorities are responsible for setting-up and organising the schools, which they must also fund. State responsibility for provision (*Land*) is generally limited to those schools whose catchment area and significance stretches beyond the local community, for example, certain technical schools (*Fachschulen*) and institutions (*Kollegs*) for second route education (*Zweiter Bildungsweg*). In some *Länder*, provision for public-sector schools depends on who bears the costs of the teaching and administrative staff. This may be the *Land* or a local authority. In such *Länder*, a local authority body meets the other expenses of public sector schools without thereby becoming the maintaining authority.

Educational policy on secondary education is based on the right of the individual, guaranteed both in the Basic Law and the *Länder* constitutions, to free personal development, as well as the free choice of occupation, place of edu-

cation or training, and place of employment. An obligation derives from these principles to provide a broad range of educational institutions that comply as much as possible with the educational needs of young people.

All of the *Länder* in the Federal Republic of Germany have set up school development plans that are periodically revised and adapted to changing conditions and needs. Attendance of public schools and universities in the Federal Republic of Germany is free of charge. As a general rule, educational institutions are financed by municipalities and local authorities, who are responsible for material costs, and by the governments of the *Länder*, who are responsible for personnel costs and the provision of subsidies for material costs, particularly as regards building projects. Textbooks and other teaching materials are either lent to pupils or, in some *Länder*, given to them. In the latter instance parents are asked to pay a share of the cost.

Private schools are also subject to state (*Land*) supervision. Recognition of leaving certificates from the schools is dependent on the observance of pertinent state regulations regarding instruction, teacher qualifications and the holding of examinations. The regulations of the *Länder* for private schools take into consideration the special pedagogical concerns of such schools. There are two types of private schools whose status is quite different: the alternative schools (*Ersatzschulen*) and supplementary schools (*Ergänzungsschulen*). *Ersatzschulen* have basically the same status as public schools and have the same educational objectives. They are an alternative to an existing public school or one which is in principle provided for in a particular *Land*. Supplementary schools (*Ergänzungsschulen*) are not considered valid substitutes for public institutions. They aim to complement public education by providing courses that are generally not available in state schools, such as some types of vocational training (for example, for beauticians or physical-fitness teachers). The *Länder* governments provide considerable financial assistance, but the overall number of private schools is not particularly large (about 6% of the pupils are in private schools). Since 1990 there are also legal bases for establishing private schools in the new *Länder* and a number of schools have already been set up.

Criteria for approval and financial assistance to private schools are based upon those applied to state schools. The Basic Law does not guarantee financial assistance to private schools. The *Land* government is, however, required to ensure private schools' right to exist by virtue of the constitutional entitlement to set up private schools and the prohibition of discrimination among pupils on the basis of their parents' financial situation, which means that pupils may not be required to pay fees covering the entire cost of their education. In practice, all of the *Länder* have legal provisions for financial assist-

ance to private schools, although the amount of aid and conditions for awarding funds vary from one *Land* to the next. In principle, only alternative schools (*Ersatzschulen*) are guaranteed financial assistance under the Basic Law, although supplementary schools (*Ergänzungsschulen*) in some *Länder* also receive state subsidies if they meet certain conditions. In some *Länder*, all authorised alternative schools receive support, while in others, schools recognised by the state are eligible for larger amounts of aid, the determining factor being whether the school's organising body has been acknowledged as serving the public interest. Some *Länder* also impose additional conditions.

Financial support may take various forms. All of the *Länder* guarantee eligible schools 'normal' financial assistance in the form of subsidies to meet salary and running costs. Such aid may be a lump sum based on the number of pupils and teachers and may vary according to the *Land* or the type of school, or the school may have to provide a detailed account of its financial needs and will receive a certain percentage by way of subsidy. In any event, an index of the costs of state education serves as a reference. In addition to normal financial assistance, other forms of subsidies are available towards construction costs, the purchase of textbooks and educational materials that pupils may borrow, and teachers' pension funds, or to pay the salaries of teachers who become redundant. There are also indirect subsidies in the form of tax allowances and payments to parents or pupils to meet fees or transport costs. The *Lander* and, to a lesser extent, local authorities fund these subsidies.

Private schools continue to require payment of fees which cover a certain percentage of their actual expenses. *Ersatzschulen* must adjust their fees to comply with the legislation prohibiting discrimination among students on the basis of their parents' financial situation.

Administration and financing of vocational education and training

Vocational education in full-time and part-time vocational schools is the responsibility of the *Länder*, while the Federal Government has concurrent legislative powers over in-company vocational training. The two providers of training, that is companies and vocational schools, are not isolated from one another but act together within the framework of the dual system of vocational training, especially in terms of content and organisation. This co-operation, in which business and industry are involved through public-law self-administered organisations with the participation of labour representatives, is legally institutionalised at all levels (federation, *Land*, region, company).

In the Federal Government, the Federal Minister of Education and Science is responsible for co-ordination. Representatives of employers, trade unions, the *Länder* and the Federal Government work together with an equal voice at the Federal Institute of Vocational Training (*Bundesinstitut für Berufsbildung*). Here, federal training regulations (*Ausbildungsordnungen*) for the in-company part of vocational training are formulated on the basis of which the *Länder* framework curricula (*Rahmenlehrpläne*) for vocational schools (*Berufsschulen*) are co-ordinated.

At *Land* level there are committees for vocational education consisting of representatives of the employers, the trade unions and the *Land* ministries. They advise the *Land* governments on matters regarding vocational education. At regional level it is the self-administrated bodies of the economy (chambers of industry and commerce, craft industry chambers, chambers of agriculture, different chambers for independent professions) that are responsible for advising, supervising and recognising vocational education in the region on the basis of the relevant legislation. In the companies providing training, the elected body of employee representatives has rights of co-determination with regard to the planning and implementation of vocational training and the employment of instructors. The autonomous organisations of the economy are also the competent bodies for the examination and certification of the vocational training.

The costs of in-company training are borne by the private sector, the costs of vocational schools from public funds of the *Länder*. The vocational training in a company is founded on an agreement between the company and the trainee. During the vocational training the trainee gets a payment (*Ausbildungsvergütung*), it must be raised at least annually in accordance with age and training progress. The level of payment is negotiated between the employers' associations and the trade unions for each line of business or company.

Advisory and consultation functions and institutions for participation

The participation of pupils, parents and teachers, like the participation of other specific groupings in society (Churches, management organisations, labour organisations), is governed by the relevant provisions in school legislation or specific legislation on participation. Pupils, parents and teachers participate through elected representatives at the individual class, school, local government and *Land* government levels.

The *Lehrerkonferenzen* (teachers' councils) are the body through which teachers exercise their rights to self-administration and play their part in the decision-making process. It is here that the teaching staff take decisions on

instruction and education, taking care not to encroach on the freedom of the individual teacher to hold his or her lessons as he or she thinks fit under pedagogical aspects. Another function of these councils, which exist for the whole school as well as for individual subjects, is that they give the teachers an opportunity to decide which of the textbooks from the list approved by the ministry to use at their particular school, mostly by way of a formal assessment. In conflict situations they also decide on disciplinary measures, up to and including expulsion.

In some *Länder*, parents' (and pupils') representatives have a right to make their views known and take part in the deliberations of such bodies. They are not, however, permitted to take part in discussions and decisions on what marks to award in certificates or whether pupils should or should not be moved up to the next grade. In the council, where all teachers meet to discuss matters of shared interest, it is the head teacher who presides and is responsible for the implementation of the decisions.

The *Schulkonferenz*, or *Schulgemeinde*, which exists in most *Länder* is a consultative body composed of teachers, parents and pupils. It is convened by the head teacher, who also chairs its meetings. The composition varies from one *Land* to another. In some *Länder*, teachers make up half the members while the other half is split evenly between parents and pupils, and in others each group accounts for one-third of the total.

The functions of the *Schulkonferenz* vary between the *Länder* depending on their legislation, though this is not exhaustive either. In most cases the *Schulkonferenz* is involved in the following areas:

– organisation of school life and teaching: school regulations and house rules, lessons and breaks, allocation of classrooms;

– pupils' protection: road safety provisions for children on their way to and from school, school transport and prevention of accidents on the school premises;

– organisation of events outside school but under school supervision, for example, school partnerships and stays at residential facilities in the country, visits to factories and museums, etc., school rambles.

The *Schulkonferenz* also deals with general educational and teaching questions, for example, the suitability of textbooks, classwork and homework requirements and the standards for the awarding of different marks. The *Schulkonferenz* has the power to reach binding decisions on such matters as homework supervision, pupils' workgroups and the holding of pilot projects. It also discusses and approves, or rejects, the organisation of the school in its

present form, its division, relocation, merger with another school and construction projects as well as the school furnishings and equipment. Finally, the *Schulkonferenz* deals with corrective and disciplinary measures in conflict situations and counselling for parents and pupils.

In some *Länder*, the *Schulkonferenz* has a say in the appointment of the head teacher. The authority it enjoys in this respect varies between the *Länder*, from the right to propose a head teacher to the right to reject a particular choice. For legal reasons, however, it is the schools supervisory authority that actually appoints head teachers.

The degree to which functions are exercised by pupils' representatives depends on their age in all *Länder*. Pupils of the *Grundschule* (6 to 10-year-olds) are just entrusted with positions within their class by the teacher. The teacher may also nominate a spokesperson for the class or have him/her elected. In some *Länder*, the election of class spokespersons is compulsory from grade 1 onwards. The set of delegates composes the pupils' council (*Schülervertretung*) and elects the president from among its members who carries out the task of pupils' spokesperson within the school. In other *Länder* the pupils' spokesperson is elected directly by pupils. The council intervenes on selecting teaching themes and activities, and also expresses pupils' points of view when that body includes a pupils' representative (school council and class council). In some *Länder* (where the school council does not exist) the pupils' council sends delegates to the teachers' plenary council.

Parents exercise their rights, on the one hand, individually and, on the other hand, collectively through parents' groups and their representatives on other consulting and decision-making bodies at schools. The rights to a say enjoyed by the parents of primary school pupils do not fundamentally differ from those afforded parents of secondary school pupils who have not yet reached their majority. Each of the *Länder* has developed its own approach to participation at school. It is generally the case, however, that parents have an opportunity to make their views felt at two levels, the lower level being the individual class (*Klassenelternversammlung, Klassenpflegschaft*) and the upper level the school as a whole (*Schulelternbeirat, Elternvertretung*). At a higher level we find the regional associations of parents' councils at the level of the district (*Kreis*), municipality (*Stadt*), commune (*Gemeinde*) and, finally, the associations at the *Land* level (*Landeselternbeirat*).

2. Main programmes and curricula of secondary schools

There is no formal certificate marking the completion of primary school education. Instead, children transfer to one of the different lower secondary schools types where they must remain at least until the completion of their full-time compulsory education (generally until 15).

The *Länder* have different arrangements for the transition from primary to secondary education. In some cases a binding decision on a pupil's lower secondary school career is taken in grade 4, in other cases during grades 5 and 6, though elsewhere it is left until the end of grade 6. There is no need for this decision where pupils move on to a *Gesamtschule* (comprehensive school).

In the course of grade 4 (grade 6 in two *Länder*), *Grundschule* (primary school) staff hold detailed discussions with pupils' parents so as to reach a recommendation on how the children are to proceed with their education.

Depending on the legislative provisions in the *Länder*, this recommendation then forms the basis or acts as a guideline for the actual decision on the most suitable school type for each individual pupil. The decision itself is taken by the parents, the school or the school administration.

In practice, school legislation and educational policy have increasingly taken into account the parental rights in the choice of school career for their children.

General education secondary schools

Hauptschule (*general education secondary school – lower level*)

The *Hauptschule* covers grades 5 to 9 (grades 7 to 10 in Berlin and Bremen, 5 to 10 in North Rhine/Westphalia and 7 to 9 in *Länder* with a orientation stage independent of school type). The *Hauptschule* offers a general secondary education. Compulsory subjects for all pupils at the *Hauptschule* include German, a foreign language, mathematics, physics and chemistry, biology, geography, history, *Arbeitslehre* (introduction to working life) and social studies, religion, music, art, physical education, and, in some *Länder*, domestic science and economics (in Bavaria also educational studies and in Mecklenburg-Western Pomerania instruction in crafts/technology). Mathematics and foreign language (usually English) courses are frequently taught in sets according to the pupil's aptitude. The aim of this is to better accommodate differences in pupil learning ability, to make it possible for more pupils to gain qualifications successfully, as well as to facilitate their transition to other types of secondary school. From grade 5 to grade 9 or 10, pupils are taught between twenty-six and thirty-three hours a week.

Under the 1991 school reforms in the new *Länder*, Mecklenburg-Western Pomerania was the only new *Land* to establish *Hauptschulen* as an independent type of school. However, the type of education offered by the *Hauptschule* is offered by the existing *Mittelschulen* in Saxony, the *Sekundar-*

schulen in Saxony-Anhalt and the *Regelschulen* in Thuringia. In Brandenburg the *erweiterte Berufsbildungsreife* (extended qualification for vocational training), which is comparable to the *Hauptschulabschluß* (*Hauptschule* leaving certificate) can be acquired at the *Gesamtschule* alongside the other lower-level secondary qualifications.

Realschule *(general education secondary school – lower level)*

Realschulen usually cover grades 5 to 10 (grades 7 to 10 in *Länder* with the school-type-independent orientation stage). In Bavaria, Berlin, Brandenburg and Hamburg *Realschulen* are normally limited to four years only, that is they do not begin until after grade 6. In addition, there is a special type of three-year or four-year *Realschule* course for *Hauptschule* pupils who transfer after completing grade 6 or 7. *Realschulen* offer their pupils a general secondary education extending beyond that provided in the *Hauptschulen*. Compulsory subjects at the *Realschule* include German, a first foreign language (usually English), mathematics, biology, chemistry, physics, geography, history, social studies, religion, music, art, and sport.

There may be an additional subject *Arbeitslehre* to acquaint pupils with occupations and the world of work, or this subject is dealt with in other subjects. From grade 7 or 8, three to six hours per week of compulsory lessons in a selected subject are added to the obligatory workload. Here, according to their personal inclination or capabilities, pupils can opt to strengthen their knowledge of certain compulsory subjects or choose new subjects, for example, a second foreign language (normally French), available from grade 7 or 8. Brandenburg offers an additional three to four hours per week of compulsory lessons in a second foreign language or vocational subjects from grade 9 onwards. Teaching amounts to between twenty-seven and thirty-three hours a week.

Three *Länder* (Saxony, Saxony-Anhalt, Thuringia) do not offer the *Realschule* as such in the lower secondary school system, but the type of education provided by the *Realschule* is offered alongside *Hauptschule* courses at the *Mittelschule* (Saxony), the *Sekundarschule* (Saxony-Anhalt) and the *Regelschule* (Thuringia).

Gymnasium *(general education secondary school – lower and upper level)*

As a rule, *Gymnasien* extend from grades 5 to 13 or, in the case of six years of primary school or a school-type-independent orientation stage, grades 7 to 13. In four *Länder* (Mecklenburg-Western Pomerania, Saxony, Saxony-

Anhalt and Thuringia) the *Gymnasium* covers grades 5 to 12. In addition, there are special *Gymnasien* courses to which pupils of the *Hauptschule* can transfer on completion of grade 7, as well as other courses for particularly gifted *Realschule* and vocational school graduates. In grades 5 to 10 the compulsory subjects taught at *Gymnasien* leading to the general higher education entrance qualification (*Allgemeine Hochschulreife*) include German, mathematics, at least two foreign languages, history, social studies, physics, chemistry, biology, geography, music, art and sport. Introduction to working life (*Arbeitslehre*) also forms a compulsory core subject in Brandenburg, as does handicrafts in grades 5 and 6 in Saxony and astronomy in Mecklenburg-Western Pomerania, Saxony and Thuringia. Religion is taught as a regular subject in most *Länder*. The number of hours (of class attendance) per week at *Gymnasien* varies from twenty-eight to thirty-five, depending on the grade and the *Land* concerned.

The *gymnasiale Oberstufe* (upper level of the *Gymnasium*) covers grades 11 to 13 (or 11 to 12 in the four *Länder* named above). Admission to this level requires a qualification for admission to the *gymnasiale Oberstufe*, which may normally be acquired at the end of grade 10 of the *Gymnasium* or through comparable qualifications acquired at other types of lower-secondary schools. Subjects are classified within subject groups:

- language, literature, arts;
- social sciences;
- mathematics, science, technology.

Each of these three subject areas must be represented in the school record of every secondary school pupil to the end of the upper level of the *Gymnasium*, including the *Abitur* examination. Religion and sport are also compulsory subjects. Pupils also have the opportunity to specialise within this framework of compulsory subjects offered by the three subject areas. Based on the education received in lower secondary level, courses replace unitary class teaching after a transition period in grade 11. Courses are offered at two different levels in terms of academic standard and teaching time, as basic or advanced courses (*Grundkurse* and *Leistungskurse* respectively). Whilst the basic courses are intended to ensure that all pupils acquire a broad general education, the advanced courses are meant to provide additional, intensified specialist knowledge and serve as an in-depth introduction to academic study.

Up to two-thirds of the courses taught are basic courses. Pupils must select at least two advanced courses, one of which must be either German, continuation of a foreign language, mathematics, or a science subject. If German is the first advanced course, mathematics or a foreign language must be

included among the four subjects taken in the *Abitur* examination. New subjects in the upper level of the *Gymnasium*, including foreign languages and vocational subjects, can be taken as a second advanced course. Some *Länder* impose restrictions, prescribing certain advanced course combinations.

The upper level of the *Gymnasium* ends with the *Abiturprüfung* (*Abitur* examination), which is taken in four subjects. Written, and in some cases also oral examinations, are given in the two advanced course subjects as well as in one other subject. The fourth subject is only examined orally. All subject areas mentioned above must be represented in the examination. The Standing Conference of the Ministers of Education and Cultural Affairs has established uniform examination standards for thirty-three *Abitur* subjects in order to guarantee uniformity of the level needed to acquire the general higher education entrance qualification. The pupils who pass the *Abitur* examination are awarded a general higher education entrance qualification. Since the *Abitur* examination can be passed after only twelve years in the new *Länder*, the validity of the *Abitur* qualification in all *Länder* has been guaranteed initially for a transitional period until 1996 (see also Chapter I).

Gesamtschule (*comprehensive school*)

In the *Länder* of the Federal Republic of Germany there are also *Gesamtschulen*. These comprehensive schools were originally introduced on an experimental basis to test a new form of education at the lower-level of secondary education. Today, the *Gesamtschule* exists as a standard school type in most *Länder* alongside the *Hauptschule*, *Realschule* and *Gymnasium*. In some *Länder* comprehensive schools are provided as a special kind of school or as a special form combining different school types. Comprehensive schools teach the same subjects as the other standard school types in grades 5 to 9 or 10. The comprehensive school does not begin until grade 7 if, as in Berlin and Brandenburg, it follows six years of primary school or the common orientation stage independent of school type.

There are *kooperative Gesamtschulen* (co-operative comprehensive schools) at which the school types of the differentiated system of education (*Hauptschule*, *Realschule*, *Sekundarschule*, *Gymnasium*) continue to exist, but with their curricula co-ordinated so as to facilitate the transfer of pupils from one kind of school to another. Co-operative comprehensive schools may also have a single school administration. There are also *integrierte Gesamtschulen* (integrated comprehensive schools) at which all pupils are taught jointly without being enrolled in any specific school type. In contrast to the other school types at secondary level, the curriculum at integrated comprehensive schools comprises all the subjects taught at *Hauptschulen*, *Realschulen* and

Gymnasien. As a rule, in grades 5 and 6 all pupils are taught together. From grade 7 onwards pupils take an increasing number of compulsory options in addition to compulsory subjects. Compulsory subjects, that is German, mathematics, first foreign language and the science subjects are taught on at least two different levels. As a rule, in the social sciences subjects, art, music, religion, sport and introduction to working life, all pupils remain together in mixed-ability classes. The leaving certificates available at integrated comprehensive schools are awarded under the same conditions as at traditional streamed schools and, as such, are equivalent to the leaving certificates awarded at the end of lower secondary level described later in this report. In some *Länder* the integrated comprehensive schools go beyond the lower secondary level teaching, covering grades 11 to 13 of the *gymnasiale Oberstufe*.

In addition to the traditional school types described above – *Hauptschule*, *Realschule*, *Gymnasium* and *Gesamtschule* – which exist as standard school types in most *Länder*, new school types have existed in certain *Länder* since 1991/92, which combine the education offered by the *Hauptschule* and the *Realschule*.

Mittelschule (*general education secondary school – lower level*)

The *Mittelschule* is a standard school type at lower secondary level in Saxony. It offers different types of education with general and vocational courses and provides the prerequisites for later vocational qualifications. Grades 5 to 6 are organised as an orientation stage. From grade 7 streaming begins according to the intended leaving examination and required performance. After the successful completion of grade 9, pupils acquire the *Hauptschule* leaving certificate and if they perform particularly well they may be awarded the qualifying *Hauptschule* leaving certificate. Upon successful completion of grade 10 and the final examination the pupil acquires the *Realschule* leaving certificate. For the compulsory core subjects taken in the two possible educational paths please refer to the description of compulsory subjects for the *Hauptschule* and the *Realschule*. Upon entry to grade 7 the pupil chooses a particular pattern of compulsory option specialisation. The options include economic, technical, social/home economics, mathematics and scientific, sporting or artistic specialisations and, with the exception of the linguistic specialisation, four hours of teaching per week are scheduled for each.

Sekundarschule (*general education secondary school – lower level*)

The *Sekundarschule* cover grades 5 to 9 or 10. In Saxony-Anhalt the *Sekundarschule* is a standard school type, alongside the *Gymnasium*. In the Saarland it exists alongside the standard school types as an additional local alternative

school type. Grades 5 and 6 are organised as a diagnostic stage (*differenzierte Förderstufe*), where pupils are encouraged to develop their skills and are introduced to the main focuses and demands of lower secondary level education. During the first two years all subjects are taught in mixed-ability groups in the Saarland, but in Saxony-Anhalt certain subjects may be taught in groups that are classified according to ability or contain pupils from different grades. From grade 7 onwards, each pupil must choose to study a certain number of optional subjects in addition to the compulsory subjects. From grade 7 onwards, pupils receive either *Hauptschule*-type education (grades 7 to 9 and 10) or *Realschule*-type education. For the compulsory core subjects taken in the two possible educational paths please refer to the description of compulsory subjects for the *Hauptschule* and the *Realschule*. In some compulsory core subjects (German, mathematics, foreign language) classes are split into two different sets according to ability; in the Saarland in grade 9 all classes are taught in different sets leading to either the *Hauptschule* or the *Realschule* leaving certificate. Teaching amounts to between thirty and thirty-two hours per week.

Regelschule (*general education secondary school – lower level*)

The *Regelschule* in Thuringia covers grades 5 to 9 or 10. It offers general and vocational education and provides the prerequisite for later vocational qualification. In grades 5 and 6 all subjects are taught in mixed-ability groups. For the compulsory core subjects taken in the two possible educational paths please refer to the description of compulsory subjects for the *Hauptschule* and the *Realschule*. In grade 7 in the compulsory core subjects and in grade 9 for additional core subjects classes are streamed according to performance, with pupils studying for either the *Hauptschule* leaving certificate or the *Realschule* leaving certificate. From grade 7 onwards, pupils aiming at the *Realschule* leaving certificate must choose additional options (for example, a second foreign language). Some thirty to thirty-two hours of instruction are received per week.

Qualifications at the end of the lower level of secondary education

In lower secondary education the first qualification can be acquired at the general secondary schools described above on completion of grades 9 or 10. On successful completion of grade 9, pupils are given a *Hauptschule* leaving certificate (also called a *Berufsbildungsreife* in some *Länder*). As a rule this certificate is granted after grade 9 if a sufficient standard has been reached in all relevant subjects. At the other secondary schools pupils are credited with a *Hauptschule* qualification on successfully completing grades 9 or 10. The

Hauptschule leaving certificate entitles pupils to transfer to a full-time vocational school (*Berufsfachschule*) and into the first stage of vocational education (*Berufsgrundbildungsjahr*). It is also usually the basis for a successful application for a training place in the dual system, although the *Hauptschule* leaving certificate is not a formal requirement for admission to the dual system of vocational education and training. The *Hauptschule* leaving certificate is, moreover, the requirement for later admission to certain specialised technical schools providing advanced vocational training (*Fachschulen*) and to *Zweiter Bildungsweg* institutions (that is institutions offering secondary education for adults, in day or evening classes, leading to university entrance qualification). A qualified *Hauptschule* leaving qualification (*erweiterter Hauptschulabschluß* or *Berufsbildungsreife*) is also available in several *Länder*. It can be obtained after nine or in some cases ten school years, and opens up additional educational opportunities.

A further qualification in lower secondary education is the *Realschule* leaving certificate (or *Fachoberschulreife*) awarded at *Realschulen* on completion of grade 10. The same qualification can also be acquired on completion of grade 10 at a *Gymnasium* or, under certain conditions, on completing grade 10 at integrated comprehensive schools, *Hauptschulen*, *Mittelschulen*, *Sekundarschulen* and *Regelschulen*. As a rule the leaving certificate is awarded only if a certain standard is attained in all subjects at the end of grade 10. The *Realschule* leaving certificate provides access to technical secondary schools (*Fachoberschulen*). Completion of a two-year course at a technical secondary school leads to a certificate of qualification for admission to *Fachhochschulen* and, as such, opens up access to higher education. Furthermore, the *Realschule* leaving certificate allows its holder to continue vocational education at full-time vocational schools (*Berufsfachschulen*, *Höhere Berufsfachschulen*) offering courses that demand an extended general education. Finally, the *Realschule* leaving certificate, if it demonstrates the required performance level, also provides access to the upper level of the *Gymnasium*, on completion of which a general higher education entrance qualification is awarded. The *Realschule* leaving certificate is also needed for access to certain professional training courses requiring more extended general education.

Besides those qualifications that have already been mentioned, at the end of grade 10 of the *Gymnasium* and of the *Gesamtschule* the pupil can obtain an entrance qualification for transfer to the *gymnasiale Oberstufe* at the beginning of grade 11. The *Gesamtschule* qualification is subject to the same requirements as those that apply at the *Gymnasium*. An entrance qualification required for transfer to the *gymnasiale Oberstufe* can, however, also be obtained by way of a *Realschule* leaving certificate of a certain merit or via

qualifications from vocational education at vocational extension schools (*Berufsaufbauschulen*), full-time vocational schools (*Berufsfachschulen*) or technical schools providing advanced vocational training (*Fachschulen*).

Vocational schools

Berufsschule (*part-time vocational school*)

Following full-time compulsory education the majority of 15 to 20 year-olds complete a dual system of vocational education. The system is described as a 'dual' system because training is carried out in two places of learning that is at the workplace and in the *Berufsschule*, which jointly fulfil the educational assignment of dual vocational education. The training period lasts between two and three and a half years, that is three years on average for the majority of professions. In 1993 training was offered in 373 officially recognised trainee occupations.

In the dual system of vocational education the *Berufsschule* is an autonomous place of learning. It co-operates as an equal partner with the participants in vocational education. The *Berufsschule* has the task of providing general and vocational education with particular attention to the demands of vocational training. In addition, the *Berufsschule* has the task of providing educational opportunities that prepare for vocational education or accompany professional activity. Subject to the arrangements provided by law in the *Länder* the *Berufsschule* can also participate in further and continuing vocational education. The *Berufsschule* provides basic and specialised vocational training and consolidates the general education already received. In so doing, its aim is to enable students to fulfil the tasks in their jobs and shape the world of work and society in the spirit of social and environmental responsibility.

The *Berufsschule* is attended by pupils undergoing initial vocational education, and by *Hauptschule* leavers, or graduates of other general education schools who have taken a job after completing their full-time compulsory education but are still subject to compulsory vocational education (*Berufsschulpflicht*). The framework curricula for career-related courses at *Berufsschulen*, and the regulations for vocational training in the various recognised occupations, are jointly drawn up by federal and *Länder* authorities in a co-ordinated procedure. Allowance should be made for foreign language teaching in the framework of vocational education, according to its relevance to the profession in question (for example, for office work). Around one-third of the teaching at *Berufsschulen* is devoted to general education subjects, that is German, social studies or the social sciences, economics, religion and sport. Teaching takes place on a part-time basis on one or several days of the

week and generally involves up to twelve hours of lessons during this time. Teaching can also take place in related blocks. At the end of the period of dual vocational education the pupil takes the leaving examination, which proves the ability to practise the relevant profession straightaway, so that special introductory and training periods are not required later. *Berufsschule* graduates receive a leaving certificate, which can include either the *Hauptschule* or *Realschule* leaving certificate according to individual ability. Together with an examination certificate proving the pupil has successfully completed his or her vocational training (skilled worker certificate, journeyman certificate), the *Berufsschule* leaving certificate qualifies the holder for admission to continuing vocational education (at a *Fachschule*).

Basic vocational education may be undergone in a separate first stage of vocational education, either in the form of a year of full-time school or as a combination of part-time school and on-the-job training (dual system). In accordance with a resolution adopted by the Standing Conference of the Ministers of Education and Cultural Affairs, this first level of vocational education is called the *Berufsgrundbildungsjahr* (basic vocational training year). Its purpose is to provide basic vocational education in the form of general education extending beyond the scope of a specific occupation and theoretical and practical education within the scope of a given career area. For the recognised occupations for which training and career qualifications are available and which are classified in a specific career area, it is the basis for ensuing specialised career training. The young people must opt for one of the thirteen currently existing career areas (business and administration, metallurgical engineering, electrical engineering, construction engineering, woodworking techniques, textiles and garment making, chemistry, physics, biology, printing technology, paint technology, interior design, physical hygiene, health, nutrition/home economics, agronomy). Successful completion of this year of basic vocational training results in it being counted as the first year of vocational training in the specific recognised career associated with the career area in question.

Training places for in-company initial vocational training are provided in industry and the public service sector, in independent professions, and in private households. Training is always based on a vocational training contract (that is its legal foundation) concluded between the trainee and the employer providing the training. The contract contains or regulates the training objective, the time when the training begins, the duration of training, the amount of time devoted to training every day, the duration of the trial period, the mode and extent of payment, the number of days' holiday, and the conditions under which the training contract can be terminated. Vocational training situations are governed by the relevant provisions of the Vocational Train-

ing Act (*Berufsbildungsgesetz*) and the Handicrafts Code (*Handwerksordnung*). The content and duration of training as well as the examination requirements are governed by federal regulations (*Ausbildungsordnung*). Training in a recognised career ends with a final examination. The authorities responsible for administering these examinations are, in the case of the crafts and trades the chambers of crafts and trades, for occupations in commercial industry the chambers of commerce and industry, for agricultural occupations the ministries of food, agriculture and forestry in some *Länder* and the chambers of agriculture in others (see also Chapter II, Section 1).

The successful completion of vocational training is a requirement for employment as a journeyman (*Geselle*), assistant (*Gehilfe*) or skilled worker (*Facharbeiter*) with the corresponding remuneration. It also forms the requirement for acquiring the master craftsman qualification following several years of practical experience completed by the examination for the master craftsman's certificate (*Meisterprüfung*). Finally, vocational training qualification is required for admission to certain technical schools providing advanced vocational training (*Fachschulen*) and to general secondary education night schools (*Abendgymnasien*) and institutions of general education (*Kollegs*) for adults providing a general entrance qualification for higher education.

Berufsfachschule (*full-time vocational school*)

Berufsfachschulen are full-time schools that prepare pupils for jobs or provide them with vocational education and, at the same time, promote general education. The range of courses offered at this school type is unusually broad. There are, amongst others, *Berufsfachschulen* for craft industry occupations, business occupations, home-economics-related and social-work-related occupations, artistic occupations, health sector occupations, and occupations involving foreign languages. In so far as schools do not provide a full career qualification, credit for having attended a *Berufsfachschule* can be given for the first year of vocational training in the dual system on enrolment in a course of training in a recognised occupation, provided certain conditions are met. The requirement for admission to a *Berufsfachschule* is, depending on the training objective, a *Hauptschule* leaving certificate, a *Realschule* leaving certificate, or an equivalent certificate. The period of education at a *Berufsfachschule* varies, depending on the intended career specialisation. It takes at least one school year. The period of training ends as a rule with a final examination.

At *Berufsfachschulen* lasting at least two years and requiring a *Hauptschule* leaving certificate for admission, pupils can acquire a leaving certificate (*mittlerer Schulabschluß*) equivalent to a *Realschule* leaving certificate. Further

school leaving certificates (for example *Fachhochschulreife*) can be acquired through additional courses offered at the *Berufsfachschulen*, where the *Realschule* leaving certificate is required for admission. In various subject areas the two-year *Berufsfachschule* with the *Realschule* leaving certificate is the entrance requirement to courses leading to the *'staatlich geprüfter technischer Assistent* (state-certified technical assistant) vocational qualification (for example, specialising in biochemistry, garment making, information technology, mechanical engineering) or to vocational qualification as a *staatlich geprüfter kaufmännischer Assistent* (state-certified business assistant), specialising in data processing, languages and secretarial studies. At least thirty-two hours of lessons are received per week at these two-year *Berufsfachschulen* (also called *Berufskollegs* in Baden-Württemberg and Saxony).

Berufsaufbauschule (*vocational extension school*)

Berufsaufbauschulen are attended by young people who have either completed vocational education or gained several years of experience in a job. In the part-time form these schools can be attended during in-company vocational training. The objective of this period of schooling is the expansion and consolidation of general and vocational education. The *Berufsaufbauschule* may be divided up into sections such as technology, economics, domestic science and social work, and agriculture. Classroom work involves both general and vocational education and amounts overall to at least 1 200 classroom hours. A total of at least 600 classroom hours instruction is provided in German, a foreign language, mathematics and science subjects. Other courses include social studies with politics and social sciences as well as at least one vocational subject. At least 160 hours are to be devoted to teaching related to the chosen specialisation. In the case of full-time schooling, courses at the *Berufsaufbauschule* last one year and end with an examination. Successful pupils acquire a leaving certificate equivalent to a *Realschule* leaving certificate (*mittlerer Schulabschluß*) which, in turn, is the prerequisite for admission to certain *Berufsfachschulen* as well as to vocational education institutions which can qualify for higher education (*Fachoberschule, berufliches Gymnasium/Fachgymnasium*).

Fachoberschule (*technical secondary school*)

The *Fachoberschule* consists of two consecutive years (grades 11 and 12) and requires a *Realschule* leaving certificate or its equivalent. It imparts general as well as technical knowledge and skills, and results in a qualification leading to admission to *Fachhochschulen*. There are *Fachoberschulen* for technology, business and administration, nutrition and domestic science, agriculture, social work, design, and nautics, amongst other things. In accord-

ance with the framework agreement of the Standing Conference of the Ministers of Education and Cultural Affairs practical training in the subject of specialisation takes place in grade 11, that is in the first year of this school type, and is provided four days a week throughout the entire year. In addition, at least eight hours of classroom teaching are provided every week. Grade 11 of the *Fachoberschule* can be replaced by completion of a course of vocational training, whereby pupils may enrol directly in grade 12 at a *Fachoberschule*. In grade 12 (second year of *Fachoberschule*) at least thirty hours of general and specialisation-related classroom teaching are provided per week. German, social studies, mathematics, science, a foreign language, and physical education are compulsory subjects. General education subjects are the same for all sections. At least three-fifths of compulsory classroom work covers the area of general education.

Berufliches Gymnasium/Fachgymnasium (*upper level of the Gymnasium with a technical bias*)

In contrast to the *Gymnasium* which, as a rule, offers a continuous period of schooling from grades 5 to 12 or 13, the career-oriented or technical *Gymnasium* (*berufliches Gymnasium* or *Fachgymnasium*) does not have a lower or intermediate level. This type of school exists in some *Länder* in the form of the upper level of the *Gymnasium* with career-oriented specialisations and comprises a three year course of education. Starting on the basis of a *Realschule* leaving certificate with a performance level qualifying for entrance to the *gymnasiale Oberstufe* or on the basis of an equivalent qualification, the *berufliches Gymnasium/ Fachgymnasium* with career-oriented specialisations leads, as a rule, to a general entrance qualification for higher education. Career-oriented subjects such as business and engineering (electrical engineering, metallurgical engineering, construction engineering, etc.) are added to the subjects otherwise available at the general education *Gymnasium*. Pupils may select these subjects as second advanced course subjects instead of general education subjects and may also choose them as *Abitur* examination subjects.

Education leading to double qualifications

Finally, mention should be made of developments aimed at enabling pupils to acquire more than one qualification - courses leading to double qualifications (*doppeltqualifizierende Bildungsgänge*). As a rule these involve the acquisition of a higher education qualification, that is *Hochschulreife/ Fachhochschulreife* and, at the same time, a vocational qualification (for example, for assistant occupations and vocational qualifications in a range of recognised professions requiring training). This type of career-oriented edu-

cation is generally offered at *berufliche Gymnasien/Fachgymnasien*, at special combined schools (incorporating *Gymnasium* and vocational schools - as, for example, in the *Berufsfachschulen*) or at a particular type of school such as the *Kollegschule* in North Rhine-Westphalia. The duration of upper secondary courses leading to double qualifications is now generally four years. They involve two separate examinations (the *Abitur* examination and a final examination for a vocational qualification).

Fachschule (*technical school providing advanced vocational training*)

Fachschulen are schools building on an initial vocational qualification, which offer advanced vocational education as well as furthering general education. They train specialised middle-level personnel to manage enterprises independently in their chosen fields (for example, agriculture or domestic science), to train junior personnel, or to assume major responsibilities within clearly defined areas. In order to be admitted, pupils must normally have completed pertinent initial vocational training or they must have work experience in their field. As a rule, they must also have been employed in their field before entry into a *Fachschule*. There are courses of study at *Fachschulen* of one-, two and three-years duration. Those *Fachschulen* that have two-year programmes offer courses of study in approximately ninety subjects in the fields of technology, business and design, all of which end in a final examination recognised by the state. Among the most strongly represented subjects are electrical engineering, mechanical engineering, business management, construction engineering, and chemical engineering. Successful completion of a course of study at a *Fachschule* entitles the person in question to use a professional title such as *staatlich geprüfter Techniker* (state-certified engineer), *staatlich geprüfter Betriebswirt* (state-certified business manager) and so on. Furthermore, there are other two-year *Fachschulen* for domestic science (*Hauswirtschaft*) and *Fachschulen* for geriatric care (*Altenpflege*) as well as one-year *Fachschulen* (for example, for agriculture) and a three-year training in *Fachschulen* for social education (*Sozialpädagogik*).

Sonderschulen (*special schools*)

All educational efforts undertaken with handicapped children and adolescents share the objective of ensuring their integration in society. The question as to the means employed has been answered in various ways over the past three decades. In the 1960s and 1970s, the establishment of a larger number and a greater variety of *Sonderschulen* (special schools) was viewed as the best response to the needs of the handicapped. Developments were

largely comparable in all *Länder*, the Standing Conference of the Ministers of Education and Cultural Affairs having reached an agreement in 1960 on the development of *Sonderschulen* in the form of a "report". This was followed in 1972 by a recommendation on the organisation of *Sonderschulen*. The legislative framework is also more or less identical in all *Länder*. The basic structure of the schools system in the Federal Republic of Germany is such that a clear distinction is made between general schools and *Sonderschulen* (special schools), in some countries also known as *Förderschulen*, which reflects the recommendation of 1972. It was not, however, the purpose of the standing conference in submitting this recommendation to make special education issues and efforts to meet the specific needs of handicapped children and adolescents the exclusive affair of *Sonderschulen* (special schools).

In recent years a growing number of programmes have been introduced where integration is not just the end but also the means to achieving it, so that handicapped children receive instruction in various ways together with those who are not handicapped. This diversification has to do with a focus more on individuals than on institutions. The concept of a need for special education in the choice of a child's school career (that is a decision in favour of a general or special school) has been superseded by that of a need for special educational assistance for the handicapped (that is education, instruction, therapy and care requirements depending on an individual's physical disabilities and social incapacities as far as the institutional setting allows). This development has been due to a new understanding of handicaps and special educational assistance, improved diagnostic techniques, early detection and more effective prevention as well as better overall conditions at general schools (improved pupil-teacher ratios), more open approaches to instruction and education and, finally, a greater emphasis on the need that children receive their education near their home. Though it is not possible to dispense with *Sonderschulen* altogether, they should not be the only possible place of learning for handicapped pupils. Various forms of special assistance have been developed alongside and in collaboration with *Sonderschulen*. They include:

– preventive measuring: the need for preventive measures may arise at pre-school age and throughout school. Assistance for handicapped pre-school children is available through counselling centres and special kindergarten *Sonderkindergärten*, as the parents wish;

– special assistance in joint lessons: children and adolescents requiring special educational assistance can attend general schools provided such assistance is available there;

– co-operative measures: these are based on collaboration between general schools and *Sonderschulen* and include joint activities by handicapped and non-handicapped children in work groups, sports and games lessons and school fêtes;

– special assistance at *Sonderschulen*: children whose special needs are beyond the possibilities of a general school receive their instruction and education at *Sonderschulen*. The objectives and forms of instruction are geared to the pupils' own specific requirements. *Sonderschulen* exist in all *Länder* as a standard school type, while co-operative efforts and joint lessons are being tried out as pilot projects in most *Länder*.

All children and adolescents in the former GDR with major physical or mental handicaps were taught in *Sonderschulen* (special schools). There were no serious trials or pilot projects in which handicapped children were placed in the same group or class as their non-handicapped peers. Children and adolescents with minor handicaps, particularly those with reading and writing difficulties, the educationally subnormal and those with behavioural problems were kept in the *Kindergarten* and in general schools. There was no provision at general schools for extra help or special assistance by staff with an appropriate training in accordance with the needs of handicapped pupils. Help for children with speech difficulties was available from pedagogues employed at counselling centres for the deaf, dumb and children with speech defects.

After 1990, all the new *Länder* included in their schools acts – or in some cases in separate acts dealing with special schools – provisions for the establishment of special school types (called *Förderschulen* in Brandenburg and Saxony) geared to the specific teaching requirements of handicapped children and adolescents as recommended by the Standing Conference of the Ministers of Education and Cultural Affairs in 1972.

Handicapped children and adolescents are required to attend school just as much as their non-handicapped peers. When they reach school age, the parents or guardian of a child clearly in need of a special school education can enrol them directly. *Grundschule* (primary schools) propose pupils for the *Sonderschule* in cases where they suspect this is required before or upon the child reaching school age and where it seems out of the question that the child will be able to cope with a general primary school.

The schools authority decides on the basis of the regulations for each type of *Sonderschule* which of them the children and adolescents concerned should attend or what special instruction they require. The type and severity of the handicap are the crucial factors. The decision is taken after consulting the

parents and, as far as possible, by agreement with them. Where general schools cannot provide children with the special assistance they need, the pupils concerned may be transferred to a *Sonderschule*. Should the reasons cease to apply which have made it necessary for a pupil to be enroled at a *Sonderschule*, they will immediately be transferred to an appropriate general school.

An application for a child to be admitted to a *Sonderschule* may be made by:

- the parents or guardian;
- a general school;
- *Sonderschule*;
- or under certain circumstances the authorities responsible.

The procedure for a child's enrolment at a *Sonderschule* is usually as follows:

- examination by the school doctor or a specialist;
- consideration of the case by the *Sonderschule*;
- decision by the schools authority.

Special schools (*Sonderschulen*), also called *Förderschulen* by some *Länder*, serve the purpose of promoting the development and education of children and young people who, as a result of physical, mental or emotional deficiencies, are unable to receive the education they are entitled to at ordinary schools. The following types of special schools exist in the *Länder*, specialising in specific special education needs: schools for children with learning disabilities; schools for the blind and visually handicapped; schools for the deaf and hard of hearing; schools for children with speech handicaps; schools for the physically handicapped; schools for mentally handicapped children; schools for children with behavioural disturbances; and schools for sick pupils. The schools for the blind, deaf, physically handicapped, hard of hearing and visually handicapped are structured so as to include primary education (*Grundschule*) and lower secondary education (*Hauptschule* and *Realschule*).

With the exception of special schools for children with learning disabilities and the mentally handicapped, all special schools follow the curricula used by general schools (that is the *Grundschule* and the education offered by the *Hauptschule*, *Realschule* and the *Gymnasium*). However, the teaching methods and principles employed depend on the specific type of disability involved. Special schools offer either the lower and upper secondary qualifications or a certificate reflecting their own course of education. There are various special measures allowing vocational qualification in upper secondary vocational schools for pupils with disabilities. This is also true for continuing vocational education and retraining. The way special schools are organised depends on local conditions and the type of disability they deal with. There are separate

classes in general and vocational schools (for example, *Hauptschulen, Realschulen, Berufsschulen*), half-day and full-day special schools, boarding schools, as well as supra-regional special schools for pupils with particular disabilities from different *Länder*.

There was a continuing decline in the number of pupils in the Federal Republic's special school sector from 1980 to 1989, resulting in a 30,5% decrease overall in this period. The reasons for the decline in the number of pupils is primarily demographic in nature. The resultant decline in the size of classes (average of 9,8 pupils in 1990 compared to 11,8 in 1980) has resulted in a steady improvement of teaching and learning conditions and improved pupil-teacher ratios (6,3 pupils per teacher in 1990 compared to 8,6 in 1980). Following the continuous fall in student figures in the previous years, the number of pupils again rose slightly for the first time in the 1990/91 school year, increasing by 2,3% against 1989 figures.

3. New educational curricula – aims, content and methods

The pedagogical work performed in schools is governed by various guidelines decided upon by the *Länder*, concerning, for example, the educational objectives, the subjects offered, timetables, course content, teaching methods and forms of assessment. These are continuously improved on the basis of accompanying research carried out by the school research institutes of the *Länder*. In particular, the curricula, which by specifying course content, attainment goals, didactic approaches and methods of assessment are the basis of all pedagogical work in the schools, are modified at regular intervals in response to social, scientific and technological changes. In modifying the curricula, a redefinition of the overriding educational objectives is of no less importance than additions to the course topics and consideration of new teaching methods.

Syllabuses are the responsibility of the ministries of education and cultural affairs in the *Länder*. They each refer to one specific subject and are usually intended for a specific type of school. The syllabuses for related subjects are normally co-ordinated.

Once the Ministry of Education and Cultural Affairs has reached the decision to revise or completely reorganise a syllabus, a commission is appointed usually consisting in the main of serving teachers, including heads, as well as school administrators, representatives of the schools research institutes in the *Länder* and – to a lesser extent – of experts from the relevant disciplines from institutions of higher education. As a rule, it is the job of the commission to devise a syllabus for a certain subject at a specific type of school. It will work on a draft for months, and often years. The syllabuses not only deal with the

contents, but also the course objectives and teaching methods. Experience gained with previous syllabuses is taken into account when it comes to devising new ones. In some *Länder* syllabuses are launched on a trial basis before being finalised and becoming universally valid. Finally, there are set procedures according to which the commission may consult associations, parents' and pupils' representative bodies.

As soon as a new syllabus has been completed and is introduced on a definitive or preliminary basis at schools, the further training institutes for the teaching profession (*Lehrerfortbildungsinstitute*) maintained by the Ministries of Education and Cultural Affairs are charged with training teachers to work with it. This is the stage when textbook publishers embark on a revision or completely new edition of their titles. As already explained, textbooks will not receive the approval of the Ministry of Education and Cultural Affairs unless they are in accord with the syllabuses at the various types of school and the different levels.

The new syllabuses are announced by the ministry. They take the form of instructions from a higher authority and, as such, are binding on teachers. It is the responsibility of the head teacher to ensure that the current syllabuses are taught at his/her school. At the same time, syllabuses are formulated in such a general way as to leave the teachers the freedom of teaching methods in practice. It is, nevertheless, the case that all the teachers of a specific subject at one school hold conferences to reach a degree of consensus on methods and assessment criteria.

Recent design of teaching programmes has been characterised by the interdisciplinary co-ordination of course contents and goals and the inclusion of themes that cannot be easily fitted into traditional subjects. As examples for innovations and reforms in curricula a description of the development of health education, the European Dimension in education, the environmental education and the contribution of education to cultural development is given below.

Health education

Health education today is increasingly turning towards holistic pedagogic concepts and addressing the pupil's whole personality with a view to encouraging more autonomy and self-determination. Health education is now regarded as an important factor in the process of promoting healthy lifestyles and environments. This process involves advising people on health-conducive modes of behaviour, which maintain and promote mental, physical and social health.

At general education schools, health education forms part of the compulsory core subjects, of compulsory option subjects and of optional subjects. Health education issues are dealt with as part of the course in various academic subjects and in cross-disciplinary lessons.

The Standing Conference of the Ministers of Education and Cultural Affairs has addressed certain aspects of health education in its special recommendations, for example on sex education in 1968 and on the Aids issue in 1985 and 1988.

The increasing number of young people becoming addicted to "illegal" drugs led the standing conference to draw up a recommendation on the "Prevention of addiction and drugs in schools" in 1990. The recommendation is intended as a guideline for further activities in the *Länder*. It argues that dependency prevention at school should aim at:

- total abstinence from illegal drugs;
- exercise of self-control in the consumption of legal drugs (for example, alcohol, tobacco products), encouraging a large degree of abstinence;
- correct use of medicines.

The different *Länder* curricula for separate subjects contain numerous suggestions on how to handle the issue of preventing drug addiction in schools. However, in view of the special goals of this campaign, teachers must operate sensitively in trying to influence pupils which means going beyond single-subject teaching responsibilities. Thus, although specific investigation of different drug types is mainly carried out in biology, chemistry and geography lessons, all teachers, irrespective of subject or school type, are responsible for promoting drugs awareness. This involves, *inter alia*, encouraging:

- personal independence;
- responsibility in dealing with conflict situations;
- recognition of own strengths and weaknesses.

The approach taken is geared to pupils' age group and the problems they are likely to encounter. This aspect of health education is primarily addressed in those subjects in which the meaning of life and the choice of lifestyle play an important role.

The one-off treatment of the drugs issue is of little use. Rather, organisational forms that confront the issue over longer periods of time have proved to be very effective. This enables good interdisciplinary organisation, the inclusion

of group processes, action-based approaches and reflection on or trying out behaviour patterns. It also makes it easier for teachers to relate to the personal background experience of their pupils.

Another special measure that has proved extremely effective in a number of *Länder* has been the use of special counsellors for drug prevention. These can provide effective support for the school measures against drug abuse.

European awareness as an educational responsibility of schools

Progress in European co-operation and in integration within the European Union, political, social and economic developments in the states of central and eastern Europe and the Paris Charter for a New Europe agreed within the framework of the Conference on Security and Co-operation in Europe were all factors that led the standing conference to adopt an amended version of their Agreement on Europe in the Classroom in 1990.

This recommendation is based on the changed political situation, and it includes the countries of central and eastern Europe in future European co-operation, with the goal of creating a European union. As Europe grows together, the Europeans are compelled to view their national histories and traditions in a new light, to become open to other people's standpoints, to be tolerant and co-operative, and to co-exist with people with different languages and customs. Europe also has varied relations to other parts of the world: international economic integration and interdependency in particular call for world-wide co-operation.

As the recommendation goes on to state, the school is responsible for teaching pupils about the *rapprochement* of European peoples and states, and about the reorganisation of relations between the countries of Europe. The school must therefore raise among the younger generation a sense of Europeans belonging together. The standing conference has detailed the knowledge to be conveyed by schools in order to stimulate awareness among young people of European identity. These include, amongst others, knowledge of:

- the geographic diversity of the European area;
- social and political structures in Europe;
- the forces that shaped Europe's history;
- the function of the European institutions and how they work.

Opportunities for the discussion of European issues and questions within the different subjects are laid out in guidelines regarding the realisation of the recommendation in the *Länder*. According to the recommendation, "Europe" as a topic forms a compulsory part of geography, history, social sciences, and politics in courses at all school types, as well as of those subjects with eco-

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nomics or law content. The standing conference also regards languages as being of key importance in opening up the world of European culture: learning foreign languages allows access to other language communities. The opportunity to learn several foreign languages should therefore be extended to as many pupils as possible.

In view of the language requirements of a united Europe, improved ways of structuring and diversifying foreign language teaching in general and vocational schools is currently being discussed in the *Länder*. Improvement of the following opportunities that already exist in the *Länder* are being discussed in this context:

- early learning of a foreign language at primary school level;
- foreign language teaching in the field of vocational schools and in the dual system;
- bilingual instruction.

Percentage of pupils studying foreign languages in general education and vocational schools in the Federal Republic of Germany (area before October 1990):[1]

Languages	General education schools		Vocational schools	
	pupils	%	pupils	%
English	3 758 291	94,99	440 318	20,36
French	1 028 297	25,99	77 624	3,59
Latin	548 696	13,87	1 271	0,06
Greek	15 759	0,40	–	–
Russian	35 739	0,90	1 765	0,08
Spanish	40 705	1,03	33 262	1,54
Italian	17 604	0,44	879	0,04
Danish	2 497	0,06	–	–
Dutch	3 249	0,08	236	0,01
Polish	1 389	0,04	3 141	0,15
Turkish	8 874	0,22	107	0
Hebrew	212	0,01	–	–
Other languages	6 015	0,15	1 001	0,05
Total of pupils	3 956 578		2 162 192	

1 Without pre-school education, primary education, special schools and evening schools. The statistical data is not only based on the number of pupils, but includes all foreign languages studied by pupils.

Environmental education

In schools and also in vocational education, further training, adult education and higher education an increasing level of importance has been, for many years, assigned to the treatment of environmental issues and a corresponding development of environmental awareness.

A resolution formulated in 1980 by the standing conference established environmental education as a component of the basic educational and training mandate of schools. In accordance with this resolution one of the tasks of schools is 'to instil an awareness of environmental issues in young people, to encourage a willingness to treat the environment in a responsible manner and to help develop a pattern of environmentally-aware behaviour that would continue to be practised after leaving school'. Environmental education is organised on a cross-curricular basis; it is a function of natural science as well as of social science subjects and can also be realised within the framework of interdisciplinary lessons. Subject content and objectives vary depending on the individual type of school and the grade. The fundamental attitudes of human beings are formed during their earliest years. Thus environmental education is already an important concern of primary education (grades 1 to 4). A hands-on approach to the environment as well as frequent direct contact with nature (for example, by laying out a school garden) offer ways to introduce children to a sensitive and responsible mode of behaviour at an early stage. The sensitivity towards nature and the environment gained in the primary sector is developed further into a more profound environmental awareness in lower secondary level teaching (grades 5 to 10).

Subjects such as biology, chemistry, physics, geography, and social studies/social science/politics, with their different organisational structures and focuses make a particular contribution to environmental education. Other lower secondary level subjects that deal with environmental issues include German, art, religious instruction/ethics as well as basic economics and technology. All of these subjects also provide a contribution to environmental education in upper secondary level, allowing more profound discussion of special environmental issues in the intensified courses of the *gymnasiale Oberstufe*, whilst the general knowledge necessary for environmentally-aware behaviour can be broadened in basic courses. In upper secondary vocational schools issues relevant to the environment are addressed in the vocational field but they are also dealt with in general subjects such as business studies and social science in part-time and full-time vocational schools (*Berufsschulen/Berufsfachschulen*).

Topics related to the environment are firmly established as a compulsory component in the syllabuses of the various types of school. The contents and form of environmental education are subject to continuous development. In

several *Länder* pilot projects in the field of intensifying environmental education are at present being conducted. A large amount of environmental education material is available for schools. On the one hand, a large number of information brochures for the general public is published by environmental authorities and associations, on the other hand, the school research institutes of the *Länder* develop didactically prepared materials and teaching aids for teachers to be used in the organisation of lessons.

Since environmental education involves more than the mere provision of knowledge, extra curricular activities play an important role, allowing direct contact with the natural environment, hands-on acquisition of knowledge and attitudes as well as practical activities. These extra curricular events are characterised by great diversity. Examples include activities to design school environs, laying out biotopes, environmental clean-up activities and visiting nature trails. In addition, school outdoor pursuit centres are particularly well suited to the purposes of an environmental education (these are hostels, normally situated in the countryside, in which whole classes can spend several days for educational purposes). This practical environmental education accommodates the needs of many pupils and teachers to actively solve environmental problems. A variety of activities are implemented by schools acting in concert with non-school institutions, predominantly with associations and organisations involved in nature conservation, agriculture and environmental protection. Here schools and schools administration co-operate closely with the relevant environmental authorities.

The measures that aim at developing the environment as a subject area are complemented by a wide range of in-service training courses for teachers. These are provided by governmental organisations, institutions of higher education and various associations. Moreover, ecological topics today occupy an established place in initial training courses for teachers. This is especially true concerning the study of natural science subjects and vocational subjects. The basic pedagogic training as part of teacher training is expected to deal, in particular, with the interdisciplinary aspects of environmental education. Subject-related didactics are normally covered during the second phase of teacher training.

Knowledge pertaining to the protection of the environment and health, as well as knowledge of ecological inter-relationships play a role in a growing number of career fields. These topics are therefore being included to a greater extent in new training regulations and regulations presently undergoing revision that govern on-the-job training within the framework of the dual system, and the final examinations are increasingly taking them into account.

The contribution of education to cultural development

Artistic and cultural education represent a contribution made to cultural development. The school plays a leading role in the instruction and promotion of culture, and can also create its own impetus for cultural development.

In a recommendation on culture and the school made by the Standing Conference of the Ministers for Education and Cultural Affairs in 1985, the ministers supported the use of suitable ways to introduce and discuss culture in school. This should contribute to the education and development of versatile, independent and responsible personalities.

The subjects taught at school represent only a small part of our varied cultural tradition. Therefore, the specific knowledge and experience gained during lessons for the individual subjects should transcend the various disciplinary borders. Thus, for example, the study of literature in German and foreign language lessons should also develop awareness of art, or the sensitivity and creativity gained through arts lessons should also enable pupils to study other areas.

Artistic and cultural education in particular requires broad personal experience and varied stimuli, which cannot be achieved by isolated subject teaching alone. Artistic and cultural education at school is thus carried out:

– not only through those lessons traditionally related to this field (art, music, textile design, crafts), but also through other subjects or subject areas such as German, foreign language teaching, and sciences;

– through study groups for the choir, orchestra, instrumental music, film, photo, theatre, puppeteering, arts, literature amongst others;

– by school events that allow the cultural influence of the school in its social environment;

– through co-operation with cultural institutes (for example, museums, theatres, libraries, music schools) and artists, for example, through readings.

As regards musical education at school, a report produced by the standing conference in 1990 presents the facts and perspectives of this subject area in the Federal Republic of Germany. Accordingly, the inclusion of music as a standard subject in general education schools at primary level and to grade 7 of lower secondary level is guaranteed. From grade 8 onwards, music is a component of individual specialisation or profile formation in the arts and represents an alternative to art lessons.

As is to be inferred from the 1990 *Länder* reports on music lessons, the following special forms of music teaching are, furthermore, to be emphasised: in some *Länder Musische Gymnasien* (*Gymnasien* with special emphasis on

artistic and cultural education), classes with intensified music lessons at *Gymnasien* and *Gesamtschulen*, and music departments at *Gymnasien*, and in all *Länder* opportunities for playing instruments in the school orchestra, in instrumental groups and in the school choir.

4. Secondary education research and evaluation

Projects for educational research are initiated and financed in the Federal Republic of Germany by various sources and carried out both at university and non-university research establishments. These include the departments of education at the universities and comparable higher education institutions as well as the research institutions established by the individual *Land* governments under their immediate jurisdiction, institutions established jointly by different *Länder*, research institutions financed solely by the federal government as well as the educational research institutes jointly financed by the federation and the *Länder*.

A study commissioned by the Federal Ministry of Education and Science on the current position of educational research was submitted in 1991. The study was produced by the Deutsche Institut für Internationale Pädagogische Forschung (German Institute for International Pedagogical Research) in Frankfurt-on-Main together with the Max-Planck-Institut für Bildungsforschung (Max-Planck Institute for Educational Research) in Berlin. The main subjects of the investigation were:

- educational research institutions in the state and private sectors;
- research institutions, types of research and research specialisations;
- the infrastructure (libraries, data banks, publications);
- the funding system and its institutions, main focuses and financial expenditure.

The two institutes carried out extensive surveys and comprehensively evaluated existing empirical data. This produced an overview of educational research at institutions of higher education and at non-university institutions. The figures are valid only for the territory of the old *Länder*, as unification with the new *Länder* took place after the investigation was completed.

New teaching methods and organisational innovations are often introduced as a pilot project at specific schools. This makes it possible to gain experience and offers a basis for the discussion of specific issues from an early stage. It is the intermediate supervisory authority such as the *Bezirksregierung* (government of an administrative area of the *Land*) and the schools' office *Schulamt*, that co-ordinate such pilot projects and monitor their implementation. In

most cases the teaching and academic backup services are provided by the school teaching or education research institutes coming under the Ministries of Education and Cultural Affairs in the *Länder*. The purpose of the backup services for teachers is to provide the raw materials required for the pilot project (for example, curricula, hand-outs, teaching materials), while on the academic level the objective is to monitor the effectiveness of the reform(s) and establish what the conditions are for their success, while working out criteria and recommendations for the introduction of similar practices on a broader scale.

The aforementioned institutes prepare progress reports and a final report on their activities for consideration by the ministry responsible. Usually they will make recommendations as to whether or not the reforms should be introduced more generally. It is up to the Ministry of Education and Cultural Affairs to make the final decision. The adoption of pilot schemes throughout the *Land* generally follows from a ministerial ordinance, which may itself be based on a resolution adopted by the parliament of the *Land* (*Landtag*).

Reforms entailing structural changes or requiring the settlement of certain pedagogical issues are carried out as a pilot project before being introduced throughout the *Land*. New curricula are generally introduced immediately with the proviso that changes may be made after a trial period of about two years. Expert (teachers') views are obtained through questionnaires or at conferences. Curricula are developed and revised by commissions and are valid throughout the *Land*.

The Federal Government and the governments of the *Länder* co-operate in the Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung Commission for Education Planning and Research Promotion) to support institutions engaged in, and projects concerning, scientific research of supra-regional significance. Support covers in particular pilot projects in the field of education and their scientific support and evaluation. Pilot projects are currently being conducted and supported in the following fields, which are assigned particular importance by the *Länder* and the Federal Government with regard to educational policy decisions and practical applications:

- vocational training;
- higher education institutions;
- new information and communication technologies in education;
- inclusion of environmental issues in education;
- artistic and cultural education;
- selective support of special groups;
- girls and women in education.

The pilot projects are being evaluated supra-regionally. Following the accession of the new *Länder* it is essential to include these new *Länder* in the existing support process. However this must take into consideration the fundamentally different situations and expectations existing in the new *Länder*.

The Deutsche Forschungsgemeinschaft (DFG) promotes educational research through its different funding programmes. Thus it supports two fields of special research in which scientists and scholars of various disciplines and higher education institutions co-operate long-term within the framework of an interdisciplinary research programme. One of the fields of special research is *Prävention und Intervention im Kindes-und Jugendalter* (prevention and intervention during childhood and adolescence), the other is the investigation of *Statuspassagen und Risikolagen im Lebensverlauf* (status transitions and risk stages experienced in the course of life). In addition, a new focal-point programme of the DFG has just begun, which investigates the *Folgen der Arbeitsmigration für Bildung und Erziehung* (the effect of labour migration on education and upbringing). These specialised programmes promote the work of various researchers in different institutions within related fields of research over several years in an ongoing basis.

A senate commission of the DFG issued a memorandum on another sphere, which remains a focal topic, and was published in spring 1990 under the title *Berufsbildungsforschung an den Hochschulen der Bundesrepublik Deutschland* (vocational education research at higher education institutions in the Federal Republic of Germany). As a direct consequence of this memorandum, projects relating to research in the field of vocational education are now being promoted. The so-called *Graduiertenkollegs* (post-graduate colleges) are one of the DFG's mediums for supporting young scientists who are working for their doctorates. There are currently two *Graduiertenkollegs* for educational research. One is devoted to the *Didaktik des Fremdverstehens* (didactics of understanding foreign languages) and involves young academics in the field of foreign language didactics. The second *Graduiertenkolleg* is dedicated to *Ästhetische Bildung* (aesthetical education) and aims to contribute towards the redevelopment of the aesthetic educational functions of state education institutions, both through interdisciplinary and research-based projects, and through practical contact with artists.

In the light of the unification of the old and new *Länder* in 1990, numerous new activities face the DFG in the field of educational research. Unification has opened up a field of key educational research issues that were previously inaccessible to a large degree namely, research topics in the sphere of both formal and informal education that refer, on the one hand, to the new *Länder*, which are immersed in radical change, and on the other hand, to the

GDR before and after the *Wende*. This has led to the establishment of a new specialised programme entitled *Kindheit und Jugend in Deutschland vor und nach der Vereinigung – Entwicklungsbedingungen und Lebenslagen im Wandel* (childhood and youth in Germany before and after unification – development conditions and situations in times of change). This programme is to run over several years and involves co-operation between educationalists, psychologists, sociologists and paediatricians. Even now it can be seen that there is an extremely high demand for financial support for research programmes relating to this issue. In an additional new focal-point programme entitled *Sozialer und politischer Wandel im Zuge der Integration der DDR-Gesellschaft* (social and political change during the integration of the GDR society) educational researchers are also using the opportunity to implement their plans for research.

5. Initial teacher training and working conditions for teachers

Teacher training institutions and entrance requirements

Teacher training in the *Länder* of the Federal Republic of Germany is divided, in principle, into two phases:

– a course of study at an higher education institution (university, technical university, teacher training college, colleges of art or music, comprehensive university), which from the outset is geared towards the subsequent teaching profession and the required certificates and also includes student teacher practical training components as an integrated part of the course;

– a pedagogic-practical training programme in the form of a *Vorbereitungsdienst* (preparatory service) at seminars for teacher training and training schools.

Entrance to teacher training requires a higher education entrance qualification, which is acquired after twelve to thirteen years of schooling by passing the *Abitur* examination. In specific cases it can also be acquired in other ways, for example, by adults after successfully completing night school classes, or in certain cases following successful completion of a non-university training course in the tertiary sector.

Description of training

The first period of training, that is the course of study, is organised differently according to the *Land* and the teaching career, either as

– a specialist component (including subject-oriented didactics) with study of at least two subjects/subject areas or subject groups;

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– an educational sciences component with compulsory study of educational theory and psychology; plus a choice of additional study areas (for example, philosophy, social sciences/politics, theology);

– (teaching) practice, sometimes of several weeks duration, accompanying courses of study.

Here the Agreement on the Mutual Recognition of Teaching Qualifications reached by the Standing Conference of the Ministers of Education and Cultural Affairs on 5 October 1990 provides set minimum standards for the two first-mentioned components above, in the form of hours of instruction per week during the semester.

The characteristic elements of courses for the six types of teaching career in the Federal Republic of Germany will be described below in generalised form applicable to all *Länder*. Particulars are laid down in state training and examination regulations and partly in study regulations. These include, in particular, provisions on:

– the subjects/subject areas and combinations that may be chosen for the respective teaching career;

– the scope and content of the course of study in the individual subjects/subject areas, including educational sciences and subject-oriented didactics;

– the type of certificates acquired during the course of study, and the type and scope of the individual parts of the examinations and the assessment procedure.

Teaching career type 1: teaching careers at Grundschulen *or primary level*[1]

Training for this type of teaching career consists of a six to eight semester course of study, which accords a special place to educational science and practical teaching components. Here, in particular, primary school didactics or two subjects with an optional or specialised subject (including didactics) are studied; possible options and specialisations are determined by the *Länder*.

The basic educational science course incorporates general education and school education as well as psychology; possible options are philosophy and sociology/politics or theology. The practical training periods that accompany study and are based on an everyday teaching routine are mainly completed in two four-to-five-week blocks; further subject-didactic courses in the institution of higher education or social or commercial training in areas/institutions of social and economic life may be demanded.

1 Designation of teaching career (*Lehramt*) differs according to *Land* law.

Studies in an area of specialisation – besides providing a guiding overall picture – concentrates on particular fields of the subject and demands an appropriate link with subject-didactic questions. The area of artistic subjects and particularly important subjects (for example, German or mathematics) have a special position in many *Länder* resulting in particular (minimum) study obligations.

Teaching career type 2: general teaching careers at primary level and all lower secondary school types or specific lower secondary school types[1]

Training for a teaching career included in this type corresponds largely to that for a type 1 teaching career. Depending on the *Länder* regulations a teaching qualification can be acquired both for the primary level and for certain lower secondary school types or – as for a type 3 teaching career – for the entire lower secondary level. Study of the chosen subjects is also (at the full academic level) partly geared to a particular school level or to school types.

Teaching career type 3: teaching careers at all lower secondary school types or at specific lower secondary school types[2]

The courses for teaching careers included in this group lead to teaching qualifications for all lower secondary school types or for specific lower secondary school types. The essential course description (especially for *Hauptschulen* teaching careers) has already been given in the description of teaching careers 1 and 2.

As a rule a six to nine semester course of study of at least two subjects with accompanying educational science courses must be successfully completed. In addition, participation in practical training periods of several weeks' duration is also required.

Teaching career type 4: teaching careers for the general education subjects at upper secondary level or for the Gymnasium[3]

Training for this type of teaching career incorporates an eight to ten semester course of academic study – occasionally twelve semesters in the case of artistic subjects – of at least two subjects. Studies in an area of specialisation, including subject-oriented didactics, are complemented by educational sci-

1 The course of study prepares students for teaching at the following school types depending on the *Land*: *Grundschulen*, *Hauptschulen*, *Volksschulen*, *Realschulen*, *Grundstufe* and *Mittelstufe*.

2 Designation of teaching career differs according to *Land* law. The course of study prepares students for teaching at the following school types depending on the *Land*: *Hauptschulen*, *Realschulen*, *Mittelschulen*, *Regelschulen*, *Sekundarschulen*, *Gesamtschulen*, schools for lower secondary level.

3 Designation of teaching career differs according to *Land* law. The course of study prepares students for teaching at the following school types depending on the *Land*: *Gymnasien*, *Gesamtschulen*, schools of lower and upper secondary education.

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ence courses and practical training periods of several weeks' duration as well as at least one subject-didactic practical training period accompanying study in at least one of the two subjects.

The principles for the academic examination for a teaching career at *Gymnasien* and the general regulations on the standards for the academic examination for almost all disciplines that can be chosen as examination subjects have been laid down in agreements reached by the Standing Conference of the Ministers of Education and Cultural Affairs.[1] The resolutions contain agreements on relatively concrete standards profiles that have entered the examination regulations of the *Länder*. These also include, provided training is related to school levels, regulations for the acquisition of a teaching qualification specialising either in upper secondary level or in both lower and upper secondary levels, in which case the teaching qualification applies as a rule to the *Gymnasium* or *Gesamtschule* with *gymnasiale Oberstufe*.

Teaching career type 5: teaching careers in vocational subjects at upper secondary level or at vocational schools[2]

Teacher training incorporating a teaching qualification for vocational school subject areas for teaching in subject-related theory and general education subjects follows an eight to ten semester course of study.[3]

This demands:

– a subject-related practical training period of at least twelve months' duration in appropriate companies;

– study of educational science, as a rule extended study of a subject area in the vocational education system and study of a mainly general education subject;

– a practical teaching period of several weeks' duration at a vocational school, occasionally an additional practical training period in the social field.

1. *"Grundsätze zur Wissenschaftlichen Prüfung für das Lehramt an Gymnasien"* (principles for the Academic Examination for a Teaching Career at *Gymnasien*) (resolution of 26 June 1952, 11 November 1968 version)
"Rahmenbestimmungen zur Wissenschaftlichen Prüfung für das Lehramt an Gymnasien" (Framework Regulations for the Academic Examination for a Teaching Career at *Gymnasien*) (Resolution of 21 May 1970)
"Rahmenbestimmungen zu den Anforderungen der Wissenschaftlichen Prüfung für das Lehramt an Gymnasien in den einzelnen Fächern" (Framework Regulations for the Standards of the Academic Examination for a Teaching Career at *Gymnasien* in the Individual Subjects) (Resolution of 21 May 1970)
2. Designation of teaching career for vocational schools differs according to *Land* law.
3. Practical course teachers (*Lehrer für Fachpraxis*) without higher education training who have completed vocational training, further education at a *Fachschule* and basic pedagogic training at particular institutions are described separately below.

An agreement reached by the Standing Conference of the Ministers of Education and Cultural Affairs[1] stipulates the general principles for the basic structure of training and examinations and the following subject areas in the vocational education system: metals technology, electrical engineering, construction engineering, design engineering, graphic design technology, textile and garment technology, biotechnology, chemical engineering, economics, administration, dietetics and home economics, agriculture and horticulture, and social sciences. In the above-named subject areas other special fields can be chosen in the framework of extended study (for example, production engineering in the framework of the subject area metals technology).

According to *Länder*-specific regulations a *Diplom* examination may replace the first state examination for teachers in certain subject areas.

Training for teaching careers at vocational schools is – to take into account the special needs of each *Land* – at times organised in very different fashions; for instance, in terms of the authorised subjects and subject combinations, the required student teacher practical training experience or further basic conditions affecting the contents and duration of the course of study.

Teaching career type 6: teaching career in special education[2]

In training for this type of teaching career at special schools/in special education essential differences exist between the *Länder* in that some require an eight to ten semester basic course of study and some also provide the opportunity for an additional course of study (on fulfilling special entrance requirements) following teacher training for type 1 or type 2 teaching careers (for *Grund-* and *Hauptschule*, that is primary level and lower secondary level).

Study is essentially structured similarly to the other teacher training courses (including practical teaching experience) and in most cases incorporates educational sciences and one or two special education subject areas (for example, education for pupils with learning difficulties); in some *Länder* it also includes one or two primary or lower secondary level subjects/subject groups.

Description of qualifications

The course of study concludes with the *Erste Staatsprüfung* (first state examination for teachers), which entitles the holder to be accepted into the second phase of teacher training (preparatory service) organised by the *Land*. Accord

1 "*Rahmenvereinbarung über die Ausbildung und Prüfung für das Lehramt mit Schwerpunkt Sekundarstufe II – Lehrbefähigung für Fachrichtungen des beruflichen Schulwesens*" (General Agreement on Training and Examinations for the Teaching Career Specialising in Upper Secondary Level – Teaching Qualifications for Subject Areas in the Vocational Education System) (Resolution of 5 October 1973)

2 Designation of teaching career differs according to *Land* law.

ing to *Länder*-specific regulations in some cases (for example, in the vocational schools sector) the appropriate *Diplom* examinations may replace the first state examinations for teachers.

Whilst the respective *Land* Ministry for Science, Education or Cultural Affairs is responsible for fundamental questions concerning training and examinations, the holding of the first state examination for teachers is the responsibility of the state examining authorities (*Staatliche Prüfungsämter*), which are assigned to the ministries responsible for the school system. The examination they implement consists as a rule of:

– a major written paper (state examination dissertation/*Diplom* dissertation) in the first or second subject or in educational science;

– a subject-oriented (possibly also subject-didactic) written and oral examination in the subjects;

– an examination in the educational sciences. This examination component must be taken later if it is not included in a *Diplom* examination;

– if necessary a practical examination in artistic or technical subjects.

The *Vorbereitungsdienst* (preparatory service) as the second phase of teacher training serves as practical teacher training. According to the *Land* and the teaching career type the *Vorbereitungsdienst* is of varying duration (eighteen to twenty-four months). The *Vorbereitungsdienst* places a special emphasis on sitting in on lectures, classes, guided and independent teaching at training schools as well as an educational theory/subject-specific teaching methods component in seminars that reappraise and consolidate experience gained through practical training. It concludes with the *Zweite Staatsprüfung* (second state examination for teachers). This is the prerequisite for final employment in a teaching career but does not guarantee a teaching position. The examination is taken under the state examining authorities or a state examining board and consists as a rule of four parts:

– major written paper in the field of educational theory, pedagogic psychology or the didactics of one of the subjects studied;

– a practical teaching examination with demonstration lessons in the chosen subjects;

– an examination on the basic questions of educational theory, of education and civil service law, of school administration and if necessary on sociological aspects of education;

– an examination on didactic and methodical issues in the subjects studied.

Practical course teacher

In most *Länder*, alongside teachers trained at universities and comparable higher education institutions, practical course teachers (*Lehrer für Fachpraxis*) are also employed in vocational schools. These teachers give instruction on the skills required for basic and specialised practical training and are involved in the preparation and implementation of courses within the framework of theoretical lessons. Teacher training for practical course teachers takes place in special courses, in training schools and seminars. As a rule training lasts eighteen months. The entrance requirements are either the *Realschule* leaving certificate or an equivalent qualification, a completed course of vocational training and a leaving qualification from a *Fachschule* course of at least three semesters or the Master examination. Training is concluded by a state examination (oral, written, practical).

Teachers conditions of service

Teachers in state-run schools in the Federal Republic of Germany are usually civil servants; their legal status is defined by the civil service codes of the *Länder* based on the Civil Service Framework Act (*Beamtenrechtsrahmengesetz*). Teachers employed in the preparatory service *Vorbereitungsdienst* have the temporary legal status of a civil servant (*Beamter auf Widerruf*). Having passed the second state examination the teacher is not automatically entitled to be appointed on a permanent status as a civil servant. In general, the teacher will be appointed as a civil servant on probation as far as his application has been successful within a selection procedure for a permanent engagement in state schools taking into consideration his aptitude, qualifications and performance. During the probation period, which comprises five years at most, the teachers' abilities and performances are supervised with regard to his future appointment as a permanent civil servant.

The teachers in the new *Länder* are all salaried employees at the present time. None of them have been made civil servants to date, though it is planned once the question has been answered of how they should be assimilated into the relevant salary structure. In May 1993, the Standing Conference of the Ministers of Education and Cultural Affairs reached an agreement on the recognition of teacher training courses in the former GDR and their placement within the teaching career structure of the old *Länder*. The agreement lays the foundations for teachers in the new *Länder*, who received their training in the former GDR to obtain civil service status and to be integrated into the federal civil service salary structure.

Career structures and salary

The career structures for civil servants are divided into four levels – lower service, clerical service, higher service and senior service. Depending on their training, teachers come under the higher or senior service, and it is this fact that also determines their scope for promotion.

On completing their studies and *Vorbereitungsdienst*, teachers are usually placed on scale A12 or A13 under the *Bundesbesoldungsgesetz* (Federal Civil Service Salaries Act). The allocation of salary scales and the possibilities of promotion to A14 and A15 are outlined below, taking some of the teaching careers described above as a basis (type 1-5):

– teachers at *Grundschulen*		A12
– teachers at *Hauptschulen*		A12
– teachers at *Realschulen*		A13
– teachers at *Gymnasien*	*Studienrat*	A13 + extra pay
with scope for promotion to:	*Oberstudienrat*	A14
	Studiendirektor	A15
– teachers at vocational	*Studienrat*	A13 + extra pay
schools with scope for		
promotion to:	*Oberstudienrat*	A14
	Studiendirektor	A15

As already described above, there are teachers in some *Länder* who are not trained for a particular type of school but for a certain grade (primary, lower secondary, upper secondary). Following the amendment of the *Bundesbesoldungsgesetzes* (Federal Civil Service Salaries Act) of March 1990, there are now standard provisions throughout Germany for the payment of these teachers (*Stufenlehrer*), too:

– teachers holding a primary		
school teaching certificate		A12
– teachers holding a teaching		
certificate for lower		
secondary schools	starting	A12
	upon promotion	A13
– teachers holding a teaching		
certificate for upper		
secondary schools	*Studienrat*	A13 + extra pay
– with scope for promotion to:	*Oberstudienrat*	A14
	Studiendirektor	A15

The salaries of head and deputy head teachers (as holders of functions) depend on the number of pupils in the school. The salary scales are as follows for schools with more than 360 pupils:

– deputy head/head of *Grundschulen*	A13/A14
– deputy head/head of *Hauptschulen*	A13/A14
– deputy head/head of *Realschulen*	A14 + extra pay/A15
– deputy head/head of *Gymnasien*	A15 + extra pay/A16
– deputy head/head of vocational schools	A15 + extra pay/A16

This scaling procedure for teachers at state schools applies throughout the civil service. Apart from teaching careers at special schools *Sonderschulen* and the allocation of a certain salary scale to head teachers at *Gesamtschulen*, which are the affair of the *Land* in question, the matching of teaching careers with the salary scales of *Bundesbesoldungsordnung A* (Federal Civil Service Salary Regulations) is the same throughout Germany and conforms with the provisions of the *Bundesbesoldungsgesetz* (Federal Civil Service Salaries Act).

The pay received by teachers is made up of a basic salary, local and extra pay. The basic salary depends on the salary scale and the number of years spent in service. There are fifteen different stages of seniority based on the number of years in service, and when teachers become civil servants their training period (study course and *Vorbereitungsdienst*) are taken into account, as are service in the armed forces/substitute national service, etc., to a certain extent for male teachers, so that they usually start out with a seniority of 3 to 5. They move up to the next service stage every two years. The highest service stage is generally reached between the age of 45 and 50, depending on the time the civil servant entered the service.

Extra pay is provided for certain prominent functions, for example, in councils and composite collegial authorities. Extra pay received by virtue of their teaching career form part of the basic salary and count towards their pension, while those received by teachers holding functions are only paid for as long as they continue to perform the relevant duties. However, this extra pay can also be made to count towards pensions by the appropriate legislation, as in the case of *Gymnasium* teachers (*Studienräte*).

The local pay depends on the tariff class accompanying the salary scale, which is in the case of teachers either 1b (A13 to A16) or 1c (A9 to A12). There are different levels depending on civil servants' family circumstances, level 1 being for the unmarried, level 2 for the married and widowed, level 3 for public servants with one child and level 4 for those with two children and so on.

The remuneration received by civil servants also includes a single annual payment equivalent to their income for the month of December, plus annual holiday pay (currently 500 DM). Civil servants pay tax on their gross salaries, but not social contributions (pension, health and unemployment insurance) like salaried employees. Contributions for pension and un-employment insurance are obviated by their civil servant status, since civil servants are entitled to a pension. Health insurance contributions vary from case to case because civil servants usually have private health insurance and not all companies charge the same. Health insurance for civil servants covers only a certain percentage of the resulting costs while costs not covered by the health insurance are paid by an assistance scheme for civil servants (*Beihilfe*).

The salaries received by teachers who are civil servants are regularly adjusted by law to take into account developments in economic and financial conditions; taking into account the degree of responsibility associated with the duties of the civil service. They correspond to the wage agreements for workers and salaried employees in the public sector.

As an illustration there follows a calculation of the gross monthly and gross annual salary earned by 30-year-old and 50-year-old teachers at *Gymnasien* (figures correct as of 1 May 1993). The figures given presently refer only to teachers in the original Federal Republic since the process of the recognition of teacher training courses in the former GDR and their assimilation into the relevant salary structure of the Federal Civil Service Salary Regulations *Bundesbesoldungsordnung* has not yet been completed (see above).

Teacher at a Gymnasium (Studienrat) (*salary scale A13 plus extra pay*)

– The *Studienrat* is 30-years-old (stage of seniority 3), unmarried and has no children. Their gross monthly salary is made up as follows (in DM):

Salary scale A13 (stage of seniority 3):	3 686,91
Extra pay corresponding to the teaching career:	184,13
Local pay, tariff class 1b, level 1:	899,29
Total:	4 770,33

The gross annual salary is 13 x 4 770,33 DM, plus 500 DM (annual holiday pay) = 62 514,29 DM.

– The *Studienrat* has been promoted to *Oberstudienrat*. They are 50-years-old and married with one child. Their spouse is not employed in the civil service. Their gross monthly salary is made up as follows:

Salary scale A14 (stage of seniority 14):	6 055,27
Extra pay corresponding to the teaching career:	69,06
Local pay, tariff class 1b, level 3:	1 214,86
Total:	7 339,19

The gross annual salary is 13 x 7 339,19 DM, plus 500 DM (annual holiday pay) = 95 909,47 DM.

Teachers' working hours

Teachers' working hours comprise lessons (periods) and other responsibilities that are time-consuming and require considerable effort (for example, preparing and reviewing lessons, marking pupils' work, attending meetings, organising and taking part in school rambles and parents' evenings). Each period lasts forty-five minutes in all *Länder*.

The length of teachers' working week follows the general regulations on working hours in the civil service (thirty-eight and a half hours from 1 April 1990). The number of periods a teacher is required to spend in class varies from one type of school to another and also from *Land* to *Land*. The following figures, reflecting the situation on 1 September 1993, show those types of school to be found in the majority of *Länder*:

Grundschule	25,5	to	28	periods per week
Hauptschule	24,5	to	28	periods per week
Realschule	23	to	27	periods per week
Gymnasium	22	to	25	periods per week
Gesamtschule	22	to	27	periods per week
Sonderschule	23	to	27	periods per week
Vocational schools	22	to	25	periods per week

Teachers are entitled to have this number reduced if they have other functions to carry out on behalf of the school (for example, administrative work in the case of head teachers and their deputies). The number of periods will also be reduced for members of staff carrying out special functions or whose classes involve a particularly heavy workload (for example, teacher training, preparation of timetables and stand-in schedules, subjects involving a large amount of marking, running of libraries for teachers or pupils, involvement as contact or liaison teacher in the work of pupils' representative bodies).

Scope for promotion

The general practice when senior positions become available is to invite applications. No teacher has an automatic right to promotion, even if he has stood in for someone in a more senior position. The only considerations for promotion that count are aptitude, ability and record of achievement, and

not the length of service. An assessment of civil servants' professional performance is drawn up before a decision is taken to promote one or the other. The ministers or, in the city states, the members of the senate responsible for education and cultural affairs have issued guidelines for the assessment of head teachers and teachers at state schools. These guidelines state who is responsible for drawing up assessments, for what reasons and when, specify the form such assessments take and what is done with them. An assessment must have a concrete foundation (for example, talk with the teacher concerned, head teacher's report, first-hand experience of the teacher's performance in class) and state the criteria used (for example, knowledge of subject, teaching record, professional conduct). Apart from an overall verdict on the teacher's performance up to that point, it should end with proposals for his future career.

The *Bundesbesoldungsgesetz* (Federal Civil Service Salaries Act, section 25) provides for the establishment of more senior positions only in such cases where the functions associated with them are of tangibly greater value than those of the lower salary scale. This means that nobody can be promoted to a higher scale or level without a change in his responsibilities or position. See chapter above for the promotion of teachers in the senior service at *Gymnasien* and vocational schools from *Studienrat* to *Oberstudienrat* and *Studiendirektor* and for promotion in connection with the assumption of a function as head teacher/deputy head at the various types of school.

Employment conditions and recruitment situation for teachers

In accordance with demographic developments and their impact on the schools sector, and the sometimes unfavourable careers prospects facing teachers, the number of graduates with the first state examination for teachers fell from 32 300 in 1980 to around 9 700 in 1990. Accordingly, the number of graduates from the preparatory service that is with the second state examination for teachers, also fell from around 39 300 in 1980 to around 9 900 in 1991.

In 1991, around 14 700 new teachers were employed in the teaching profession. Since the number of graduates from the preparatory service has declined to around 9 900, recruitment to the state teaching profession largely has had to fall back on graduates from previous years. It is consequently to be expected that the recruitment chances of graduates from the preparatory service who have not yet found employment in the teaching profession will increase still further over the coming years. However, the situation differs according to the type of teaching career being pursued. The recruitment situation at primary level, in the special schools sector, in the vocational schools

sector and for lower secondary level teaching careers has clearly improved. The only sector in which more teachers were trained than were actually employed in 1991 is the *Gymnasien* and upper secondary level sector.

As a whole, teacher requirements will substantially increase over the coming years in line with an expanding school population. However, this coincides with a period of declining *Länder* resources, following a rise in the demands made on their budgets and a considerable reduction in their financial scope. The financial restraints thus call for an examination of both the priorities in the employment of resources and the factors provided to fund teacher requirements. In the opinion of the Standing Conference of the Ministers of Education and Cultural Affairs the efficiency of the German school system cannot be maintained in the medium and long term without providing resources for new teaching positions in the *Länder* budgets. The *Länder* will only be able to fulfill future demands if there is an improvement in the *Länder*'s financial strength in relation to the funding available to the federal government.

Further and in-service training of teachers

All teachers are required to undergo further training, the intention being to ensure they keep abreast of the ongoing developments in the sciences and to offer them a chance of obtaining additional qualifications. The further training institutes for the teaching profession established by the Ministries of Education and Cultural Affairs offer a wide range of courses covering issues specific to certain school types and grades as well as those of a more general significance, including legal matters and school administration.

The institutes publish their extensive programmes at regular intervals to give all teachers a chance to choose what interests them. Some of the training sessions are held in the afternoon or evening at school and may include participation and supervision of lessons. Others are longer courses based at central locations, in which case the teachers are offered boarding facilities provided by the institutes. Wherever necessary, they are released from their teaching commitments to allow them to take the relevant courses but continue to receive their salaries. In-service teacher training is also available by distance learning, mostly in the form of courses devised and run by the Deutschen Institut für Fernstudien (German Institute for Distance Studies) at the University of Tübingen.

Further training for teachers is particularly important when new teaching techniques and methods as well as syllabuses are introduced. Training sessions enable the group of teachers affected to be familiarised with the planned innovations, which helps to assure a smooth introduction. The Ministries of

Education and Cultural Affairs, for example, have introduced systematic programmes for teachers in information technology and computer science, environmental education and the teaching of foreign children – to mention just a few areas – with a view to equipping a certain number of teachers (which varies from *Land* to *Land*) over a specific period to cope with the challenges involved. *Länder* and federation together have carried out a large number of pilot projects in this field through the *Bund-Länder*-Commission for Education Planning and Research Promotion, in the past few years most notably in connection with the introduction of information technology courses at general and vocational schools. Modern languages teachers have the opportunity to receive further training abroad through summer courses at universities, by hospitality visits at schools in other countries and through teacher exchange programmes.

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III. The efficiency and the performance of secondary education

1. Quantitative developments

There was a persistent decline in the school population between 1981 and 1989 followed by a slight rise in the total number of pupils in 1990. The school population fell from 11,5 million in 1981 to just less than 9,0 million in 1989. In 1990 it once again passed the 9 million mark, so that there were 9 048 946 pupils enroled at schools in Germany.

Following unification the school population has risen to 11 633 612. The increase between 1990 and 1991, the first year for which data are also available for the new *Länder*, amounted to 2,6 million pupils or 28,6% as compared with the figures for the original Federal Republic.

The changes between 1989 and 1990 in primary and lower secondary education in the original Federal Republic were as follows:

School type	Increase	New number of pupils
Grundschulen	84 900	2 543 600
Hauptschulen	10 100	1 054 100
Realschulen	7 000	864 300
Gymnasien (grades 5 to 10)	30 400	1 053 100
Integrierte Gesamtschulen (grades 5 to 10)	20 900	218 000

Taking into account the new *Länder*, marked changes in the school population were observed between 1990 and 1991:

School type	Increase	New number of pupils
Grundschule	851 156 (33.6%)	3 385 732
Hauptschule	22 327 (2.1%)	1 076 392
Realschule	174 715 (20.2%)	1 038 982
Gymnasien (grades 5 to 10)	162 755 (24.9%)	1 314 864
Integrierte Gesamtschulen (grades 5 to 10)	111 006 (50.9%)	329 014

Pupil numbers in full-time upper secondary education continued to decline. The overall fall by 47 300 to a total of 1 097 800 in the old *Länder* from 1989 to 1990 was attributable to 25 000 fewer pupils attending general education schools (1990 figure: 557 200) and 22 300 fewer pupils in vocational schools (1990 figure: 540 600). The total number of pupils receiving part-time upper secondary vocational education at *Berufsschulen* fell by 85 100 to 1 469 400.

Changes in numbers from the old *Länder* in 1990 to the united Germany in 1991 were as follows:

Upper secondary education	Increase	New number of pupils
Full-time		
general education schools	62 311	619 528
vocational schools	62 390	478 204
Part-time		
Berufschule	227 139	1 696 552

Together with steps taken by the governments of the *Länder* in the original Federal Republic, a decreasing number of pupils up to 1989, and only a slight increase thereafter, led to steady qualitative improvements for teaching and learning. These improved conditions could not be continued everywhere after 1989.

Class sizes (number of pupils per class) rose slightly between 1989 and 1990 in the majority of general education and vocational schools in the original Federal Republic. Minor improvements were recorded in class sizes in the *Berufsaufbauschule*, the *Fachoberschule* and the *Berufsfachschule*. The number of pupils per class was improved in almost all types of school in the united Germany in 1991, with the exception of the *Fachoberschulen* where the number of pupils per class rose on previous years.

General education schools	Average number of pupils per class		
	Old *Länder*		Federal Republic after October 1990
	1989	1990	1991
Grundschulen	21.8	22.1	2.8
Orientierungsstufe[1]	23.2	23.4	[2]
Hauptschulen	21.1	21.5	21.5
Realschulen	24.2	24.4	23.7
Gymnasien (grades 5 to 10)	25.2	25.3	25.3
Integrierte Gesamtschulen (grades 5 to 10)	24.1	25.4	24.9
Sonderschulen	9.7	9.8	9.6

1 Orientation stage independent of a particular school type in seven *Länder*.
2 Data not available

Vocational schools	Average number of pupils per class		
	Old *Länder*		Federal Republic after October 1990
	1989	1990	1991
Berufsgrundbildungsjahr	18.1	18.6	18.1
Berufsaufbauschulen	21.5	21.2	17.8
Fachoberschulen	21.6	21.0	22.2
Berufsfachschulen	20.5	20.2	[2]
Fachschulen	21.8	21.9	19.8

Average class sizes at part-time *Berufsschulen* were reduced from 20,8 to 20,3, and in the united Germany even to 19,8.

On average, the pupil-teacher ratio changed as follows at selected types of school between 1989 and 1990:

School type	1989	1990
Grundschulen	20.3	20.5
Hauptschulen	13.9	14.3
Realschulen	16.0	16.2

School type	1989	1990
Grundschulen	20.3	20.5
Gymnasien	13.3	13.4
Vocational schools (full and part-time)	25.3	24.4

The proportions of pupils attending the various types of school (not including special schools (*Sonderschulen*) changed between 1981 and 1990. This is particularly clear if we look at the school population in grade 8, when the transition to secondary education has been completed in all *Länder*. The following picture emerges for the old *Länder* in 1990:

School type	Number of pupils	Percentage of total
Hauptschulen	206 300	34.1%
Realschulen	173 700	28.7%
Gymnasien	184 100	30.4%
Integrierte Gesamtschulen	37 000	6.1%
Freie Waldorfschulen	3 800	0.6%

In 1991, the distribution was as follows for the Federal Republic after unification:

School type	Number of pupils	Percentage of total
Hauptschulen	206 700	32.5%
Realschulen	176 900	28.3%
Gymnasien	193 600	30.9%
Integrierte Gesamtschulen	47 700	7.6%
Freie Waldorfschulen	4 000	0.6%

The number of pupils has risen, particularly in the *integrierte Gesamtschulen*, whereas the proportion in *Hauptschulen* has decreased most markedly.

From 1985, there was a rise in the old *Länder* in the proportion of pupils attending *Gymnasien*, and *Gesamtschulen* where they exist, while the share of *Realschulen* remained constant and that of *Hauptschulen* declined. Gen-

erally, it is true to say that a growing number of pupils are seeking to obtain more highly rated qualifications and the number of successful school-leavers is on the increase.

The changes in attitudes towards education are particularly clear from the proportion of school-leavers with qualifications entitling them to go on to higher education (for example, the annual percentage with *Hochschulreife* and *Fachhochschulreife* (higher education entrance qualifications)). The percentage of school-leavers with higher education entrance qualifications of the population of the same age between 18 and 20 changed as follows:

1981	25,3%	1987	28,4%
1982	27,3%	1988	29,8%
1983	28,6%	1989	30,4%
1984	28,3%	1990	31,4%
1985	27,9%	1991	32,5% (old *Länder*)
1986	27,8%		

In 1981, there were about 258 400 pupils leaving general education and vocational schools with *Hochschulreife* and *Fachhochschulreife*. Their number rose to 305 700 (+18%) by 1983, but then fell again to 291 400 by 1986 and remained more or less constant up to 1988. In the two subsequent years it fell once again by an aggregate 18 900 to a total of 274 700 in 1990 and 266 526 in 1991 in the old *Länder*.

2. Qualitative developments

The distribution of the school population among the various types of general education schools (not including *Sonderschulen*) changed between 1970 and 1991. This change is demonstrated particularly clearly in grades 7 to 9. From 1970 to 1991 the average distribution of the school population among the various school types in the area of the Federal Republic of Germany before 3 October 1990 was as follows:

School type	1970	1975	1980	1985	1990	1991
Hauptschule	55.4%	45.8%	40.3%	38.2%	34.2%	33.4%
Realschule	21.5%	24.4%	28.2%	29.3%	28.8%	28.7%
Gymnasium	23.1%	26.4%	27.5%	27.6%	30.8%	31.1%
Integrierte Gesamtschule	–	3.4%	4.0%	4.9%	6.2%	6.8%

Source: *Basic and Structural Data*, published by the Federal Ministry of Education and Science, 1992.

3. General education schools – school-leavers according to type of qualification

lp,&1mEducational behaviour has changed since 1985 so that the proportion of pupils attending *Gymnasien* and, where available, *Gesamtschulen* increased, whereas the proportion at the *Realschule* did not change significantly and the proportion going to the *Hauptschule* fell. In general one can say that a growing number of pupils are attempting to obtain one of the more highly rated qualifications and the number of successful school-leavers is increasing.

Final qualification	1985	1986	1987	1988	1989	1990	1991
School-leavers who have completed compulsory full-time schooling without a leaving certificate from the *Hauptschule*	7.5	7.3	7.1	7.3	7.7	8.1	8.2
School-leavers who have completed compulsory full-time schooling with							
– a leaving certificate from the *Hauptschule*	33.4	32.1	31.6	30.1	29.8	29.7	29.9
– a leaving certificate from the *Realschule* or an equivalent	36.5	36.9	36.5	36.3	35.6	34.8	34.8
– an entrance qualification for the *Fachhochschule*	0.6	0.6	0.6	0.7	0.7	0.8	0.8
– a general entrance qualification for higher education without restrictions with regard to subject area	22.0	23.1	24.2	25.6	26.1	26.6	26.3

Source: *Statistische Veröffentlichungen der Kultusministerkonferenz*, No. 121, April 1993

4. Admission to higher education institutions

A school leaving certificate qualifying pupils for higher education (*Hochschulreife* or *Fachhochschulreife*), is required for admission to any course of study at this level. There are three different types of qualifications for admission to higher education:

– the certificate attesting to the *allgemeinen Hochschulreife* (general higher education entrance qualification) entitles its holder to study at any higher education institution without restriction as to the subjects or subject areas;

– the certificate attesting to the *fachgebundene Hochschulreife* (subject-restricted higher education entrance qualification) is the passport to specific study programmes at universities or equivalent institutions of higher education as well as *Fachhochschulen*;

– the certificate attesting to the *Fachhochschulreife* (*Fachhochschule* entrance qualification) allows its holder to enrol at a *Fachhochschule* and for corresponding study programmes at universities – *Gesamthochschulen* (comprehensive universities).

A certificate attesting to the *allgemeine Hochschulreife* or *fachgebundene Hochschulreife* (general or subject-restricted *Hochschulreife*) is generally obtained on the completion of grade 13 at school at the end of the *gymnasiale Oberstufe* or at the end of vocationally oriented upper secondary courses also leading to general *Hochschulreife*. Since it is presently possible to obtain higher education entrance qualifications in some *Länder* (Mecklenburg-Western Pomerania, Saxony, Saxony-Anhalt, Thuringia) at the end of grade 12, agreement has been reached to admit the holders of the relevant certificates to courses of higher education in all *Länder* for a transitional period up to 1996.

Abendgymnasien (general secondary night schools for persons in employment) and *Kollegs* (day school courses for adults with work experience) also lead to *allgemeine Hochschulreife* (higher education entrance qualification). Other possibilities are the *Abitur* examination for non-pupils and the higher education entrance examination for particularly gifted persons in employment (*Begabtenprüfung*).

The *Fachhochschulreife* certificate is normally awarded at a *Fachoberschule* after twelve consecutive years of schooling. It is also possible to obtain the *Fachhochschulreife* through special courses offering additional lessons, for instance at *Berufsfachschulen* and *Fachschulen* originally intended to lead to vocational qualifications.

A number of *Länder* have provisions granting other means of access to higher education for persons who have the right aptitudes by virtue of their professional experience but lack formal entrance qualifications. They are required to demonstrate the requisite knowledge and abilities for studying through an entrance procedure (for example, through provisional matriculation for a trial period) or an examination (assessment, aptitude examination, interview) at the higher education institution in question. Such candidates are normally admitted to a specific course of study following on from the vocational qualification they obtained previously.

A particularly clear example of the changes in educational behaviour is the ratio of those with higher education entrance qualifications (namely, the proportion of school-leavers qualified for university and *Fachhochschule* on an average age-class of the total population from 18 to 20 years of age), which has developed as follows:

1981	25,3%	1987	28,4%
1982	27,3%	1988	29,8%
1983	28,6%	1989	30,4%
1984	28,3%	1990	31,4%
1985	27,9%	1991	32,5%[1]
1986	27,8%		

Between 1985 and 1991 the porportion of school-leavers with entrance qualifications for *Fachhochschule* increased from 6,4% to 8,8% of the pupils with a higher education entrance qualification.

The development of the number of school-leavers qualified for higher education is reflected in the number of first semester students, although not all of those who are qualified go on to higher education. The number of new students has developed as follows:

1981	214 500	1987	229 000
1982	225 600	1988	245 400
1983	232 100	1989	251 700
1984	220 200	1990	277 900
1985	206 900	1991	307 900[2]
1986	211 800		

5. Restrictions on admittance to higher education institutions

Article 12 of the Basic Law guarantees the right in the Federal Republic of Germany for all Germans to choose freely their occupation or profession, their place of work and their place of study or training. This explains why there are no restrictions on admittance to the vast majority of courses. Anyone with the *allgemeine Hochschulreife* or *fachgebundene Hochschulreife* (general or subject-restricted higher education entrance qualification) is entitled to embark on a course of higher education. All applicants who meet the entrance requirements are enroled on the course of their choice without any additional admission procedures.

1 In the area of the FRG before 3 October 1990 (eleven *Länder*)
2 In the area of the FRG before 3 October 1990 (eleven *Länder*) 271 200 and in the five new *Länder* 36 700

There are currently restrictions throughout Germany on admission to courses of higher education in certain subjects (for example, medicine, veterinary medicine, dentistry, architecture and business studies) because of the large number of applicants and insufficient capacity. Places on such courses are allocated through two nationwide selection procedures.

A special procedure is employed for courses in medicine, veterinary medicine and dentistry, and a general one for the other subjects concerned. The range of subjects included in the nationwide selection procedure may vary from one semester to the next. And it may well happen that all applicants are admitted to courses with restrictions on the student number because the capacity outweighs the number of applicants. Places on courses of studies with limited student numbers are allocated, above all, on the basis of average marks in the higher education entrance qualification certificate, waiting time (time between *Abitur* and application), social considerations, selection interviews and tests.

A number of higher education institutions have local selection procedures on admittance to courses not included in the nationwide selection procedure. In that case the institution will choose among the applicants itself using such criteria as average marks and waiting time.

IV. Challenges, problems and prospects

Compulsory full-time education has existed in Germany for about 100 years. Originally, the period of compulsory education was for eight years. Today it is nine or ten years, followed by compulsory attendance at a part-time school for a three-year period.

In the past only *Realschulen* and *Gymnasien* were considered secondary education schools. This was not the case for *Volksschulen* and *Berufsschulen* (part-time schools for vocational trainees). Today, all school types normally from grade 5 onwards are considered part of secondary education and, thus, as secondary schools. This change was the result of the development of the upper grades at what was formerly the *Volksschule* to form an institution (*Hauptschule*) with an improved curriculum, including foreign language teaching, as well as science-related teaching in all subjects, although particularly in mathematics and the various science subjects. As such, during full-time compulsory education all pupils receive secondary education at all school-types with differing requirements and timeframes.

Since the restoration of German unity on 3 October 1990, educational policy in Germany has focused on co-ordinating the school systems of the eleven old *Länder* and the five new *Länder*. Efforts to ensure a common and comparable basic school structure, as affirmed by the Unification Treaty with regard to the reorganisation of the school system in the new *Länder*, have become a key task for the Standing Conference of the Ministers of Education and Cultural Affairs.

In lower secondary education there have been some differences in school organisation in the new *Länder* since the 1991/92 school year compared to the common basic school structure in the old *Länder*. Alongside the *Gymnasium*, new types of school (*Mittelschule*, *Regelschule*, *Sekundarschule*) have been introduced, which are, however, regarded as compatible with the common basic school structure pursuant to a decision of the Standing Conference of the Ministers of Education and Cultural Affairs of June 1992 (see Chapter I and Chapter II, Section 2).

In upper secondary education, the *Gymnasium* covering grades 5 to 12 was introduced in four *Länder* (Mecklenburg-Western Pomerania, Saxony, Saxony-Anhalt and Thuringia) in 1990/91. As a rule, pupils in the Federal Republic of Germany can gain the general higher education entrance qualification after thirteen years of schooling. Since pupils in the new *Länder* have this option after twelve school years, the standing conference has initially guaranteed nationwide recognition of these certificates in all *Länder* for a transitional period up to 1996. Discussions in the standing conference on a general reduction from thirteen to twelve school years to attain eligibility for higher education entrance have not yet been completed. With regard to the structure of general education in upper secondary education, which leads to attainment of a higher education entrance qualification, the following aspects are included in the discussions among the Ministers of Education and Cultural Affairs:

– academic standards must be guaranteed when pupils are qualified for studies in higher education and they must be uniform and comparable. In the debate about the ability to study, the increasing opening up of higher education admission to applicants with particularly good vocational qualifications, taking into account their vocational education and abilities, is also being considered;

– it is important to find suitable ways of organising paths towards attaining a general higher education entrance qualification by providing a route through the *gymnasiale Oberstufe* that does justice to a pupil's talents and contains the option of speeding up the process for particularly gifted pupils;

– finally, with regard to the educational standard and qualification of *Abitur* pupils, it is important to open up the European dimension with implications for all subjects in the subject areas covering languages, literature and the arts, and social sciences. Furthermore, the economic and ecological problems arising from living together in one world influence the topics taught in the subject area of natural sciences and technology. And finally, broad and expert knowledge, particularly in the fields of economics, technology and foreign languages is demanded as proof of competence and mobility. This requires an increased range of subjects in the *gymnasiale Oberstufe*.

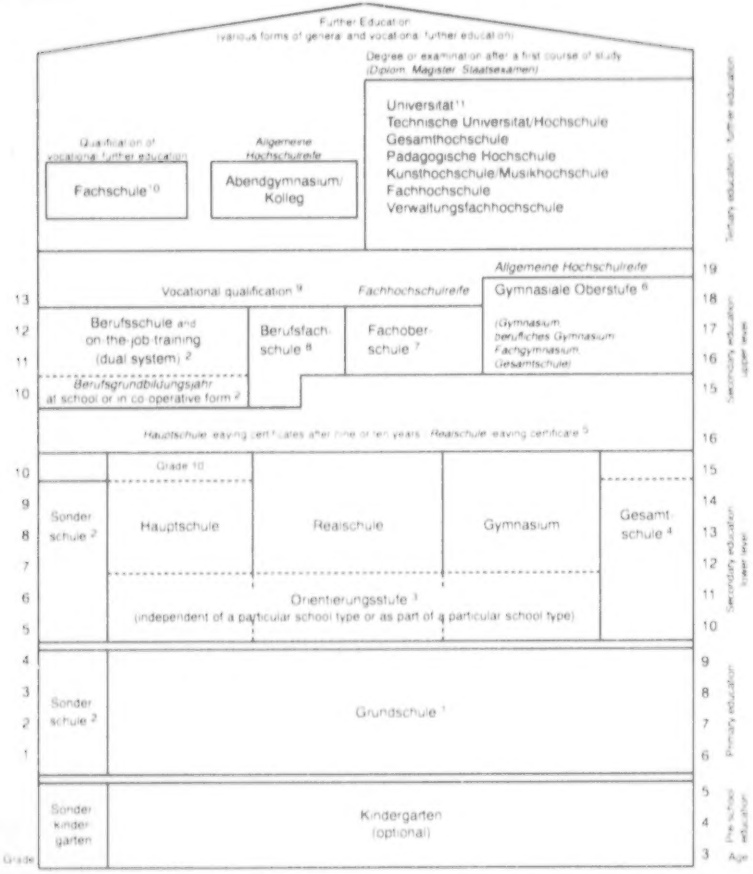
One of the challenges for initial vocational training at upper secondary level is the social and technological change. The Standing Conference of the Ministers of Education and Cultural Affairs is taking into account the increasing importance of preserving an intact environment within the scope of vocational education by rooting the goals for responsible treatment of the environment in the guidelines for vocational training.

The task of the school to impart to trainees an awareness that their future occupation will take place within the framework of the European Economic Area was also rooted in these guidelines. From this perspective, greater importance should be attached to the teaching of foreign languages in vocational education.

Technological change and the abundance of new knowledge associated with it is taken into account by the use of teaching methods at vocational schools that encourage the ability to take action and which contribute to the development of key skills. The aim of this is to enable young people to assess new situations and to cope with them independently, by elaborating for themselves the information required.

Social and technological change is also taken into consideration especially in the training regulations on which vocational training in the dual system is based. The standards laid down in the training regulations are derived from the world of work and the requirements are grouped together to form professional profiles. Management and unions collaborate in this process. Thanks to its orientation on the requirements of the professional and working world, whereby both subject-specific skills and knowledge as well as cross-disciplinary abilities are incorporated into the programmes, the training process is linked to the work process. The minimum standard stipulated by the training regulations guarantees a uniform level of qualification that is, in principle, the same for all trainees, and therefore establishes the initial qualifications for a long professional life.

Appendix – Basic structure of the educational system



1. In some *Länder* special types of transition from pre-school to primary education (pre-school classes, school kindergarten). In Berlin and Brandenburg the primary school comprises six grades.
2. The disabled attend special forms of general education and vocational school types (in some cases integrated with non-handicapped pupils) depending on the type of disability in question. Designation of schools varies according to the law of each *Land*.
3. The *Orientierungsstufe* (sometimes called *Förderstufe*) exists in all *Länder* with the exception of Bavaria (on trial as a pilot scheme), Berlin and Brandenburg (primary schools include grades 5 and 6) and Thuringia.
4. As an integrated comprehensive school this constitutes a separate type of school alongside *Hauptschule*, *Realschule* and *Gymnasium*. The provision of *Gesamtschulen* varies in accordance with the respective educational laws of the *Länder*.

5 These certificates can also be obtained in evening classes.

6 Admission to the *gymnasiale Oberstufe* requires a formal entrance qualification. The *Allgemeine Hochschulreife* can generally be obtained after the successful completion of thirteen school years, that is consecutive grades. As long as the *Allgemeine Hochschulreife* can still in principle be acquired by all pupils after twelve years of schooling in certain new *Länder*, the validity of these certificates is guaranteed in all *Länder* for a transitional period.

7 The *Fachoberschule* is a school type lasting two years (grades 11 and 12), which takes pupils who have completed *Realschule* and qualifies them for *Fachhochschule*. Pupils graduating from the *Berufsaufbauschule* who have acquired a *Fachschule* qualification during or following initial vocational education can enter grade 12 directly. Pupils who have successfully completed *Realschule* and have been through initial vocational training can also enter the *Fachoberschule* directly in the grade 12. Alternative routes for acquiring the *Fachhochschulreife* outside the *Fachoberschule* are, for example, the *Berufsfachschule* and *Fachschule*.

8 Full-time vocational schools differing in terms of entrance requirements, duration and leaving certificates. Certain two-year *Berufsfachschulen* requiring a *Realschule* certificate for admission lead to a state-recognised examination as technical assistant (*staatlich geprüfter Assistent*), and one-year courses at *Berufsfachschulen* offer basic vocational training.

9 Offers extension courses to pupils with vocational qualifications and can enable them to acquire a qualification equivalent to the *Realschule* leaving certificate.

10 *Fachschulen* are schools at the upper level of secondary education, offering courses of between one and three years' duration.

11 Including institutions of higher education offering courses in particular disciplines at university level (for example, theology, philosophy, medicine, administration studies, sport).

Unlike the basic structure presented above, the provision of general education schools at the lower level of secondary education – with the exception of *Sonderschulen* – includes:

– the *Gesamtschule*, *Gymnasium* and the *Realschule* in Brandenburg;

– the *Gymnasium* and one of the following school types offering *Hauptschule* and *Realschule* type courses: *Mittelschule* in Saxony, *Sekundarschule* in Saxony-Anhalt and *Regelschule* in Thuringia;

– the *Haupstchule*, *Realschule*, *Gymnasium*, *Gesamtschule* as well as the *Sekundarschule* offered in addition to the standard school types in the Saarland.

The ability of pupils to transfer between school types and the recognition of school-leaving qualifications is basically guaranteed if the preconditions agreed between the *Länder* are fulfilled. The duration of full-time compulsory education (general compulsory education) is nine years (ten years in four of the *Länder*) and the subsequent period of part-time compulsory education (compulsory vocational education) is three years.

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This publication contains a brief description of secondary education in Germany.
It constitutes one part of a series entitled "Guide to secondary education in Europe" developed as part of the project "A secondary education for Europe".
The aim of this series is to make accessible to the public not only a systematic and coherent exposition of the educational systems and traditions in all signatory states to the European Cultural Convention, but also to outline the essential problems these systems are facing at the present time.
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Given that this is an area in which changes take place particularly quickly and that the translation, revision and publication of the manuscript require a certain amount of time, there will be an opportunity to publish updated information for the Final Conference of the project in 1996.

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